

EDUCATION DEPARTMENT, PUNJAB

# REPORT

OF THE

## COMPULSORY EDUCATION COMMITTEE

APPOINTED BY THE

PUNJAB GOVERNMENT (MINISTRY OF EDUCATION)

1930.



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# CONTENTS.

	PAGE.
Introduction .. .. .	i
<b>Chapters—</b>	
I.—History of the present voluntary system of Compulsory Education in the Punjab ..	1
II.—The Birth of the Committee .. ..	7
III.—The Work of the Committee .. ..	10
IV.—General .. .. .	12
V.—Recommendations .. .. .	17
VI.—Finance .. .. .	23
A Supplementary and Miscellaneous Note by Messrs. Nanak Chand, Labh Singh and Ujjal Singh ..	33
<b>Appendices—</b>	
I.—Statement showing comparative educational progress in the various provinces of India between 1917 and 1927, prepared from the tables given in the educational report of the Statutory Commission .. .. .	ii-iii
II.—Statement showing the progress of compulsory primary education in the Punjab .. ..	iv-v
III.—Government of the Punjab (Ministry of Education) Circular Memo. No. 3202-A, dated 17th February 1930 .. .. .	vi-vii
IV.—Notification No. 3099-A, dated the 15th February 1930 .. .. .	viii-ix
V.—Questionnaire .. .. .	x-xi
VI.—Statement showing the names of persons who sent in their written replies to the questionnaire issued by the Compulsory Education Committee ..	xii-xv
VII.—Punjab Act No. VII of 1919 .. ..	xvi-xx
VIII.—The Four Years' Primary Course ..	xxi
IX.—Enrolment in the first six classes, 1922-23 to 1930-31 .. .. .	xxii
X.—Annual cost for the introduction by stages of four class universal compulsion .. ..	xxiii
Annual additional expenditure on six class universal compulsion .. .. .	xxiv

## Introduction.

"It is unnecessary", says the Report on the Expansion and Improvement in Primary Education in Bengal, "in the 20th century to enter into a long discussion concerning the responsibility of the State in education. It is now universally admitted that the aggregate value of the individuals composing the nation is ultimately the value of that State. It follows that the State should use its best endeavour to destroy ignorance and to create efficiency among its people, and the spread of literacy is the first step towards that end. This fact is realised by all civilised States. In order to achieve literacy it is essential that there should be a public system of at least primary schools. This does not mean that every citizen should be forced into a school; but it does mean that if the minimum is not attained privately, it must be attained in the schools of the nation. Poverty may be pleaded as an obstacle, and schools must therefore be free. The will to attend may still be lacking. In that case compulsion must be resorted to for it has become a necessary precaution to prudent statesmanship."

The Education Committee of the Indian Statutory Commission remarks: "In our opinion responsibility for mass education rests primarily with the State, and the provision of educational facilities for all classes of the community and for all areas should not be left entirely to the mercy of local authorities, who may be unwilling either for political or other reasons to initiate schemes by which compulsion may be financed, or who, owing to the backwardness of the area or the people, may be unable to devise suitable measures for compulsion on their own initiative."

In fact all modern States which lay any claim to popular Government have insisted upon the compulsory education of their subjects, and have adopted adequate measures for the creation of a system of national schools for the benefit of their citizens. Education is essential to build up character, to quicken intelligence, to arouse dormant faculties, to stimulate thought and preserve a desire for a healthy and active life.

It is recognised by these States that education is fundamental to civilization and material and spiritual progress. In this connexion 'Denmark is a compelling example of the essential inter-relation of education and

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## APPENDICES.

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national welfare. Endowed by nature with comparatively little agricultural wealth, set back seriously by modern wars, Denmark is now producing immense crops and making herself felt in the markets of the world because of the application of broad general intelligence stimulated and directed by a system of schools consciously directed to the upbuilding of industrial resources. Directly or indirectly as a result of her schools Denmark has solved the problem of co-operative enterprise, reclaimed hundreds of miles of sand dunes and heather regions, stopped the cityward tide of the rural population, and built up a rural social life wherein many of the social problems confronting rural communities in other lands have been cleared away. Education in Denmark is essentially a State affair'. (Comparative Education, by Fogt, page 439.)

The compulsory education law of Denmark is enforced in rural districts as well as in the cities. In this respect there is no distinction between urban and rural communities. Of all the children of school-going age in 1910, only 370 or one-tenth of one per cent failed to attend school during the year. These free schools aid and help in developing farm life.

The development of the system of elementary education in England has been very quick. It was not till 1871 that elementary education was made free. The efforts of the people and the State have been directed to making schools attractive, well equipped and well staffed. The aims of elementary education in England are set out in the Elementary Education Provisional Code, 1924, and these show what importance the people of Great Britain attach to the general education of the nation.

Great Britain spends more than 93 crores of rupees annually on elementary education, while the Punjab, with about half the population, spends only about 70 lakhs on its primary schools. England's educational problem is predominantly an urban one.

Germany was the first to realize the importance of education, and it was in 1717 that education was made compulsory in Prussia. Nowhere has Aristotle's dictum—that education is a function of the State—conducted primarily for the ends of the State—received better and more complete exemplification in practice than in modern Germany. The control of the State over education is almost complete. German education is systematic, in-

telligible, and admittedly efficient, and Germany has succeeded in pushing herself into the forefront on account of her educational machinery, and the prosperity of Germany is in no small measure due to her efficient educational system.

As regards France, ever since the Revolution she has acknowledged her responsibility for the education of all her citizens. Her realization of this duty has ever since been progressively maintained. In 1881 primary instruction was made free, and since 1882 obligatory for children from six to thirteen years of age. In 1870 the State budget for primary education amounted to 8,988,300 francs (Rs. 56,17,687). In 1913 it reached the sum of 235,279,352 francs (Rs. 14,70,49,595), and ever since 1913 education has increasingly attracted the attention of the French statesmen and the people of that great country. (Population of France in 1926 was 40,743,397 or double the population of the Punjab).

Similarly the elementary school is the foundation of the greatness of the United States of America. It is not an institution for a particular class of people. It receives its pupils at the age of six and trains them normally for eight years. In the elementary school the pupil is supposed to acquire the fundamentals needed in any walk of life. At the completion of the course he is supposed to be able to read, write, and express his thoughts, written or oral, in correct language, to be expert in the fundamentals of arithmetic, to be familiar with geography and history, particularly of his native land, to know simple facts of science and the care of the health, and through literature, music, art, manual training, and the like to be better able to enjoy his periods of leisure. Education in the United States of America is free and compulsory. The schools of the State are democratic, and the result is that America to-day is in the vanguard of democratic nations.

These countries, though differing in the aims and ideals of education, have all recognised the importance of the general education of their subjects by means of compulsory elementary education. Germany for many years was an instance of centralisation, under absolute control ; France is an instance of centralisation under popular control ; England illustrates in her system the principles of decentralisation and individualism. The United States embody the hopes of democracy, and Denmark is the outstanding example of the conscious adaptation of an educational system to the needs of an agricultural community.

In the Punjab the people have only recently realized the importance of compulsory primary education. Ever since the advent of the reformed constitution, the representatives returned by the various constituencies and belonging to different classes and schools of thought have insisted that the State should at once introduce compulsory education and should at least make provision for the education of the boys of the province. The debates recorded in the pages of the Legislative Council reports are most illuminating and reflect in a faithful manner the views, the feelings, and the hopes of the people of the Punjab. The witnesses both official and non-official whom this Committee had the privilege of examining have testified to the growing desire of the people to receive the benefits of education. Opinion was almost unanimous that if education were made compulsory and free at once, such a measure would not be resented by the people at large. The Education Committee of the Simon Commission remarks :—

“ With the exception of Burma all provinces in India have by legislation indicated their acceptance of the principles of compulsion. It is clear that India as a whole has realised that the goal of universal primary education cannot be achieved without the adoption of the principles of compulsion. ”

Great as has been the educational effort in the past, the achievement has not been able to satisfy the requirements of the province. An uneducated and illiterate peasantry is hardly able to take advantage of modern methods of production. The artisan, the weaver, the shoemaker, the carpenter are unable to move with the times. It is impossible to compete in modern trade and commercial activities with the present primary schools behind us. Well may one sympathise with the people in the words of the Bengal Report :—

“ As well might we equip the armies of India with bows and arrows to meet troops supplied with modern lethal weapons, as expect to compete in modern trade and commercial activities with only the present primary schools behind us. The sons of Bengal have got to prepare themselves and their motherland to face the rest of the world on equal terms or to remain nurslings or to become the spoils of the strongest. ‘ Get rich ’ ‘ Be prosperous ’, these are the watchwords that are needed to-day, provided they are followed with honour and their fulfilment linked with true, unselfish service for the community as the corollary of success. The greatest asset of the country is the hitherto undeveloped intelligence and unorganised strength of its masses. ”

These words can be applied with full force to the modern Punjab. Ignorance and illiteracy in the Punjab have reigned

supreme. No wonder that thousands are carried off by cholera, smallpox, and plague, and many valuable human lives are lost which could be saved if the people understood the value of preventive sanitary measures and medical relief. This can hardly be possible in the case of a people where literacy is 6·35 per cent.

The building up of a complete national system of education for the masses is absolutely essential if the Punjab is to progress on democratic lines and is to take advantage of the opportunities that self-government offers and will offer in the future to her citizens. The right to vote is a valuable right, but unless exercised intelligently and with care it becomes a source of danger. The Government must therefore regard the education of the people as a first charge on the revenues of the State, and the people of the Punjab should co-operate to the fullest extent with the Government in shouldering the burdens that may have to be borne by them, remembering full well that the ultimate gain to the community will be out of all proportion to the time, trouble and expense entailed.



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## CHAPTER I.

### History of the present voluntary system of Compulsory Education in the Punjab.

Strange as it may appear, it was in the darkest days of the Great War (1917-18) that the Punjab Government resolved to adopt two of the most important measures for the education of the masses that have ever been undertaken in the history of British rule in this province. One of these was the great scheme for the expansion and improvement of vernacular education, known as the five-year programme, which was drawn up by a strong committee of executive, financial, and educational experts and initiated on 1st April 1918. This has brought education practically within reach of every village boy, and established a sound vernacular system in this province, the results of which are apparent in the comparative tables given in the Statutory Commission's education report and summarised on pages *ii* and *iii* of appendix I to this report. The other measure was the Punjab Primary Education Act (Act VII of 1919) with which we are directly concerned in this report.

It was in the budget debate in April 1917 that certain members of Council ventured to press the desirability of introducing free and compulsory education in this province. As a result of this, after collecting what material was obtainable in other provinces and in the possession of the Government of India, a bill was drafted on the lines of Mr. Gokhale's bill of 1911. The bill was circulated for public criticism. Opinions were divergent; some, especially officials, held that the time was not ripe. A strong controversy also arose on the length of the compulsory course. Some held that it should be for four years and others that it should be for six years or at least five. The bill was finally passed in March 1919.

The following extract from the statement of objects and reasons shows how anxious the framers of the bill were that compulsion should only be introduced where there was a general local demand for it :—

“ The experience of other countries has established the fact that the only effective way to ensure a wide diffusion of primary education among the masses is by resort to the principle of compulsion and the time has now arrived when the

adoption of this principle within certain areas of the Punjab appears to be practicable and in accordance with the wishes of that section of the general public which is capable of forming a judgment on the subject. The bill is based on the principle of local option, and careful provision is made to ensure that compulsory primary education shall not be introduced into any area until there is a genuine local demand for its introduction, and until the Punjab Government is satisfied that the financial position of the local authority and the educational condition of the area in which it is proposed to enforce compulsion, are such that it can be effectively introduced."

The outstanding features of the Act are :—

- (a) that the introduction of compulsion is left to the option of the local authority with the sanction of Government ;

The Act.

- (b) that it is confined to boys, girls being entirely excluded from it ;
- (c) that it is confined to the age of between six and eleven years or where necessary between seven and twelve ;
- (d) that it does not extend to boys outside a radius of two miles from the school, and
- (e) that no fees are to be charged.

Although the Act was passed in April 1919, no action was taken under it for two years, when the Multan municipality obtained Government sanction and introduced compulsion in that town with effect from 1st April 1921 ; the Lahore municipality followed suit with effect from 1st October 1921. The experiment at Multan raised a storm of protest from the maulvis who addressed large gatherings of people, issued *fatwas* broadcast, and petitioned every member of Government, from His Excellency the Viceroy down to the Deputy Commissioner and Inspector of Schools, complaining that it would give a death-blow to the religious instruction of Muhammedan boys and, therefore, it amounted to interference with religion. This agitation continued until the then Minister of Education himself visited Multan and personally discussed the matter with the religious leaders of the Muhammedans. The result was that opposition from Muhammedans not only at Multan but throughout the province was disarmed.

Difficulties at early stages.

Another year, however, elapsed before a beginning could be made anywhere in rural areas. In the meanwhile large schemes for compulsory education were being drawn up elsewhere in India, and it looked as though there was no hope of any advance in compulsion in rural areas in the Punjab. The Education Department in this province, however, was occupied all this time in devising a scheme which would reduce the cost to the minimum and also prevent the risk of untoward happenings and consequent set-back.

This scheme was devised by Sir George Anderson in 1922. It consisted in first trying compulsion in a few carefully selected individual school areas in every district and extending it to other school areas when the experiment had proved a success and had induced these areas to apply for it. The first experiment was made towards the close of 1922. Since then much more progress has been made in the expansion of compulsion in rural areas in this province than anywhere else in India, and other provinces are now adopting the Punjab scheme. Compulsory education has now been introduced in certain areas in all the districts, and at this moment 64 urban and 3285 rural school areas are under compulsion. A statement showing the number of urban and rural areas for which compulsion was sanctioned year after year in every district will be found in appendix II. A school area includes all villages within two miles of the school to which compulsion is applied; hence the total number of villages under compulsion must be considerably larger than the number of school areas given above. The expansion would have been still greater, but the model bye-laws originally framed in 1922 were found defective and it took a long time to draft a new set of model bye-laws in consultation with the Secretary, Transferred Departments, and the Legal Remembrancer. Moreover, a number of local bodies continued to disregard the recommendations of the Department to introduce and enforce compulsory education in their areas.

The third section of the Act provides sufficient security against any arbitrary action in forcing compulsion upon an unwilling area; but the procedure adopted in this province makes this assurance doubly sure and even borders on excessive caution. The local body's application for Government sanction to the introduction of compulsion passes through the deputy commissioner, the divisional

Application of the Act.

inspector and the commissioner of the division before it reaches Government, so that these officers may also express their views on the desirability or otherwise of Government sanctioning the proposal. The proposal is also carefully examined in the Director of Public Instruction's office in order to make sure that all conditions laid down in the Act have been fulfilled. It is then submitted to Government for sanction. Nor does a district board, as a rule, apply the Act in any area on its own initiative. The application first comes from the people, of course as the result of propaganda on the part of the teaching or inspecting staff or some public-spirited person or persons in the areas. The application is then in many cases referred to the tahsil authorities for enquiry as to the genuineness of the desire of the people who have applied; and even when all these precautions have been taken, the proposal is sometimes rejected either by the local body or by the civil authorities of the district.

Thus, far from compulsion being forced on any area against the wishes of the people, applications from the people themselves asking for compulsion at times go unheeded. The fact is that since the return of those who went abroad during the war and saw what wonders education was working elsewhere in the world, there has been a great awakening throughout the countryside in the Punjab, and if there is apathy anywhere, it is really because the school is not functioning properly.

The Punjab scheme of compulsory education in rural areas has proved effective in increasing enrolment, but has not been equally so in maintaining regularity of attendance. The increase in expenditure has been very small compared with the expansion achieved, a teacher added here, a room put up there being generally all that had to be done. Nor has there been any friction anywhere, except what happened in the very first instance at Multan.

It is, however, true that in a number of cases compulsion has not produced any tangible results; but this is evidently because those responsible for its working have failed to do their duty. Certain district inspectors seem to have been satisfied with the mere nominal introduction of compulsion in so many areas in their districts without taking the necessary steps for ensuring its success by the provision of better staff and better supervision, by spreading propaganda and by prosecutions. If a school is inefficient or the teachers are unpopular or supervision is

Essentials of success.

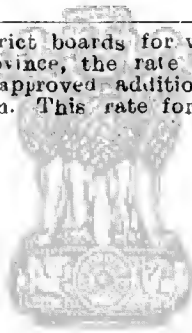
merely nominal, compulsion is bound to fail. Good teachers and good inspectors, men who know their job and are really and sincerely in sympathy with the countryside, are by far the most important requisite for the success of compulsory education in rural areas. Wherever there is a good school and the teachers are loved and respected by the people, no matter how poor the accommodation and equipment may be, few parents will refuse to send their boys to school or will let them absent themselves from it. The apathy and indifference of the people, especially in backward areas, and the difficulty of getting defaulters punished, have been some of the other impediments. Punishment to be effective should be swift and certain. In compulsory education prosecution cases, however, magistrates seem generally to have failed to realise the importance of the work, and when, after a series of postponements of the case, the accused is let off with a fine of eight annas or simply with a warning, it does more harm than good. Sometimes the accused agrees in court to send his boy to school and even does send him to school, but afterwards takes him away again. For these reasons, schoolmasters generally do not seek to have defaulters prosecuted. These difficulties were brought to the notice of the Department by the Inspector of Vernacular Education several years ago, and he suggested that district inspectors should be empowered to decide these cases; but most of the civil authorities were opposed to this suggestion. The matter was, however, considered by Government, and it resulted in the issue of a circular, a copy of which will be found on pages vi and vii, appendix III. Unless proper machinery is set up for punishing defaulters and unless the punishment is effective, any Act will fail to achieve its purpose where the schoolmaster's own influence cannot succeed.

There are also several general causes which militate against the success of compulsory education. In England young children are almost everywhere taught by women teachers, the most suitable agency for this work; but in the Punjab we cannot even get sufficient women teachers for our girls' schools. Again, owing to rapid expansion during the past ten years or so, a large majority of the teachers working in village schools are raw, inexperienced youths, by nature not well suited for teaching little children or for exercising an influence on the countryside. Frequent changes among school masters is yet another cause, and so is the 'official' spirit shown by some teachers, which stands in the way of their assimilation in the village community.

Government grants for compulsory education are made to both district boards and urban committees. In the case of district boards expenditure on compulsory education is treated as approved expenditure on vernacular education ; that is to say, Government contributes towards the actual annual expenditure on compulsory education according to the grading\* of each district. In the case of urban committees (including cantonment committees), Government contributes half the actual cost subject to a maximum grant of Rs. 5 or Rs. 7 (according as the committee is rich or poor) per annum per head of additional attendance in the primary classes of the committee's own schools, and this is paid in addition to the ordinary grant for vernacular education and the two-thirds contribution towards expenditure on grants-in-aid to privately-managed vernacular schools. Towards capital expenditure in urban areas Government contributes half the actual cost.

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\* Government grant to district boards for vernacular education is variously assessed throughout the province, the rate of assessment ranging between fifty and cent per cent. of the approved additional expenditure by the district board on vernacular education. This rate for a particular district board is designated as its grade.



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## CHAPTER II.

### The Birth of the Committee.

While the Act of 1919 achieved some measure of success, enlightened public opinion advanced quickly beyond the interim stage which it was intended to meet, and in the Department itself there was a feeling that optional compulsion was not achieving its full purpose, partly owing to the natural limitations of the Act and partly to a lack of determination on the part of certain officials to enforce it.

In the resolution of the Punjab Government on the report on the progress of education in the Punjab for the year 1929-30, the following words occur regarding the voluntary compulsion in force at present :—

“ The Punjab Government (Ministry of Education) is unable to accept without reservation the somewhat optimistic remark made towards the end of Chapter V of the report that ‘ compulsion promises that the vast sums of money devoted to primary education shall be spent to good purpose.’ As already stated, the Punjab Government is somewhat disturbed by the wastefulness and ineffectiveness of the present system, and has expressed a hope that these distressing features are being reduced by more effective teaching, by better supervision and inspection, and by the improvement in status of many of the schools. Unless there is a good guarantee that these forms of improvement will be fully maintained, there is a grave danger that the main effect of introducing compulsion on a wide scale will be an increase in the waste of money and effort and in the ineffectiveness of the teaching. In other words, there must be a guarantee that the average boy will complete the primary course within the period of four years, and thus pass beyond the limits of compulsion. If, however, a very large number of boys are required compulsorily to attend school, but are unable to complete the primary course even after six years’ study, then very little benefit will be derived from largely increased expenditure. It is essential, therefore, first to lay sure the foundations on which to build the edifice of compulsion.”

Even in the first year of its application the educated public was already showing signs of dissatisfaction with the existing Act ; and in the year after the advent of the reformed Government, many months before compulsion was introduced in any rural area in this province, Mr. Ganpat Rai moved a resolution in the Legislative Council for the provision of an additional Rs. 30 lakhs in

the provincial budget of that year as a special grant to district boards for introducing compulsory education in their areas. This resolution was warmly supported by a number of the non-official members in the Council and it was carried. In the course of the debate, one member, Mian Shah Nawaz, proposed the appointment of a committee of enquiry but this suggestion was not approved by the House. (Legislative Council Debates, Volume II, pages 147—151 and 171—174.)

Again in 1927, in the budget session of the Council, Ch. Afzal Haq moved a cut of one rupee in the grant for primary education in order to press for immediate general compulsion throughout the province. This motion also received general support from non-official members and was carried (Legislative Council Debates Volume No. X-A No. 1 to 15 of 1927, pages 278—80 and 281—304).

Then, again, in the July session of the Council in 1929, Sardar Ujjal Singh moved the following resolution :—

“ That this Council recommends to the Government to appoint a committee of the Punjab Legislative Council to find out ways and means for introducing compulsory primary education in the Punjab.”

After a long debate the motion was carried, the Minister for Education, the Hon'ble Mr. Manohar Lal, having agreed to the motion in the following words :—

“ If the House desires that the whole question, with all its many implications, legal and financial, should be examined by a particularly special committee such as that to which the Hon'ble Member has referred in the course of the resolution, Government is willing to accept that position.”

(Legislative Council Debates, Volume XIII-2, pages 115-119 and Volume XIII-3, pages 149—180).

Then again, in the winter session of the same year Pir Akbar Ali moved a resolution for the introduction of “ compulsory primary education comprising a six years' course of primary vernacular education throughout the province within the next six years.” This motion was, however, withdrawn, after much discussion in the Council when Sir George Anderson and the Hon'ble Minister for Education had spoken at length, and the latter had promised that a committee would be appointed shortly in pursuance of Sardar Ujjal Singh's resolution and that the committee



would be asked to take into consideration the implications of this resolution (Council Debates, Volume XIV, Nos. 1—16 of 1929, pages 464 and 520-544).

Accordingly the following committee of seven members was appointed on 15th February, 1930, to investigate the question of the introduction of compulsion at the primary stage of education [ *vide* Punjab Government (Ministry of Education) Notification No. 3099-A., dated the 15th February, 1930, appendix IV, page viii ] :—

Appointment of the Committee.

- (1) The Director of Public Instruction (Chairman),
- (2) Sardar Ujjal Singh, M.L.C.,
- (3) Khan Bahadur Sardar Habib Ullah, M.L.C.,
- (4) Khan Bahadur Chaudhri Fazl Ali, M.L.C.,
- (5) Rana Feroz ud-Din, M.L.C.,
- (6) Pandit Nanak Chand, M.L.C.,
- (7) Mr. Labh Singh, M.L.C.,

Khan Bahadur Syed Maqbul Shah, I.E.S., Inspector of Vernacular Education, was appointed Secretary.

The terms of reference were :—

Terms of reference.

- (a) to enquire into and frame estimates for the application of compulsion to boys at the primary stage of their education so that all boys of school-going age are at school ; these estimates will have reference in particular to (i) maintenance, (ii) inspection, (iii) the training of teachers, and (iv) capital expenditure on buildings and equipment ;
- (b) to report on the appropriate stages by which in a given number of years the object of introducing compulsion can be best attained ; in particular how the principle of compulsion is to be extended to areas where at present under the operation of the Punjab Primary Education Act compulsion has not made adequate progress ;
- (c) to suggest ways and means whereby the additional funds required for the purpose can be raised ;
- (d) to devise a suitable machinery for the purpose of disposal of cases arising from a failure on the part of parents and guardians to comply with the conditions of the present Act.

## CHAPTER III.

### The Work of the Committee.

At the first six meetings of the committee the course before us seemed simple. There was a general feeling that the four-year primary school was insufficient to produce permanent literacy among its pupils ; from their own experience members of the committee could assert that the change from the five-year primary course to the four-year course had been viewed with well-founded apprehension by a large number of Punjabi parents. It was believed that while a six-year course would give permanent literacy to those who had passed through it, there was good reason to think that it would not turn a boy from his ancestral occupation or tend to increase unemployment in this province. In view of the almost universal practice in other civilised countries of compelling the child to go through a longer course of elementary education (the ages of compulsion being 5 to 14 or 15 in Great Britain, 8 to 14 or 16 in Germany and Italy, and 6 to 12 in Japan) the committee expressed itself most strongly indeed on the necessity of going beyond the four-class primary school in the Punjab.

At the request of the members of the committee, the chairman laid before them notes of the proposals of 1927 for introducing full primary compulsion in the province. He also laid before them certain criticisms of these proposals from the financial point of view. He himself hoped that the task of the committee would be a very simple one, chiefly consisting in reviewing the departmental proposals of 1927 for compulsion in existing schools with proportionate increase in the estimated cost to meet the increase in population since the last census. The general and strong feeling of the committee, however, was in favour of considering a six-years course as well as the four-years course and of collecting fresh figures and attempting to calculate the cost in one or two ways different from that adopted by the Department in 1927. The committee also held that before it could eventually bring to the Council's consideration a recommendation for abandoning all consideration of the four-year course, it must examine important witnesses from every part of the province. Again, while members of the committee felt that there was no apprehension about the attitude of the mass of the people towards compulsion and the extension

of the period thereof, it appeared desirable to sound witnesses of all classes with a view to confirming this position, and also to broadcast a questionnaire to interest the people at large in the scheme. Again the terms of reference (b), (c) and (d) required the examination of a number of witnesses particularly to ascertain the attitude of the people towards the increase of taxation and the enforcement of compulsion by legal sanction. Thus it was that the committee sat for more than a year. The work throughout the first six months was very light since the material for a real study had yet to be collected. Through the six winter months the committee met eleven times and sometimes sat in long session.

From the outset the majority of the committee was convinced that compulsory education through a six-years course should be the immediate aim of the province and that the ultimate aim should be an eight-year vernacular course under compulsion. The committee examined the traditional objections to the enforcement of universal compulsion, which were chiefly based on the inability to provide teachers and buildings, the attitude of the people and the economic effect. The earlier consultations of the committee led the members to hold that it was comparatively easy (except from the financial point of view) to provide an adequate number of teachers for an increase of four lakhs of boys in schools within five years; that it was possible to provide the extra buildings in the course of several years, and while some held that it would be easy to convince the great bulk of the population of the desirability of such compulsion, others felt that the great bulk of the people did not need such convincing.

Excepting in so far as such compulsion might draw a certain amount of child labour from the land, there seemed little prospect of any adverse economic effects upon the parent. It was even strongly held that such an education, if properly devised, could not but add to the earning power of those who benefited by it. The one real and outstanding obstacle was thought to be the financial position.

## CHAPTER IV.

## General.

The questionnaire reproduced on page x of appendix V was issued in May, 1930. It was given the widest possible publicity through the Director of the Information Bureau. It was sent to all members of the Legislative Council, deputy commissioners, divisional inspectors of schools, principals of colleges, headmasters of schools, district inspectors, presidents and chairmen of municipalities and district boards and anjumans, sabhas and samajes and to many private individuals throughout the province. Three members of the Legislative Council and some one hundred and eleven others sent in written answers. A list of those who submitted written evidence will be found at appendix VI on pages xii—xv. From a perusal of the evidence it seemed necessary for the benefit of those who might read this report and try to form conclusions thereon to record elsewhere in the report (*vide* chapter I) the history of the original Compulsory Education Act of 1919 and to give the Act in full as appendix VII on pages xvi—xx.

Since much of the controversy centres round the problem of the four-class primary school, it appears desirable also to add a note on the history of the change in our system giving the reasons which led to it (see appendix VIII, page xxi).

It appears that the purpose of this readjustment of the classification of schools has been to some extent misunderstood. It has been represented as an attempt to lessen the amount of education given to village boys, whereas the main purpose was to save the village boy from having to step back as he changed from the vernacular ladder to the anglo-vernacular ladder, since in this classification he merely has to side step and not step back to a rung lower than his urban brother. When the change was introduced it was intended that the lower middle school should gradually replace the primary school throughout the province as the first stage of school education, and it was hoped that a considerable proportion of the peasantry would aim at an eight-year vernacular course for their children unless they were of an exceptional ability which would justify their going on to anglo-vernacular education and the university. But in the opinion of the great majority of the committee the actual effect of the reduction of the primary course to four years was to lower the standard of education in the countryside—

an effect which only gradually and partially has been counteracted through the past decade by the remarkable growth of lower and upper middle schools. The following are the statistics of the growth of lower and upper middle schools and thus may be viewed as a measure of the advance of permanent literacy in the countryside :—

		<i>Upper middle.</i>	<i>Lower middle.</i>
1921-22	..	244	412
1922-23	..	270	438
1923-24	..	299	588
1924-25	..	323	883
1925-26	..	391	1,342
1926-27	..	456	1,658
1927-28	..	529	1,989
1928-29	..	595	2,221
1929-30	..	670	2,431
1930-31	..	735	2,484

It may be wise to state once more the attitude of the committee before they entered on the more intensive work of the winter of 1930-31. Opinion was strongly in favour of the six-year primary course as the period for compulsion. So strong indeed was this feeling that more than one member said he would rather refuse to sit on the committee than limit its considerations to the present period of compulsion. The committee also strongly felt that eight years of compulsion should be laid before Government as its goal. The members of the committee were inclined to the opinion that the only serious obstacle to their proposals would be finance.

At this point it appears necessary to state the present attitude of the committee towards the situation.

The reduction of the primary education system from five classes to four classes was apparently intended to be a piece of wise dove-tailing calculated to reduce the handicap on the village boy. It certainly reduced the burden of responsibility upon the master in a single-teacher school; but since the greater majority of our witnesses have spoken of it as a retrograde measure reducing the villagers' chances of achieving permanent literacy, it appears evident that this four-years course is at any rate unpopular. On the other hand, the vast increase in the number of boys going on to the lower middle school and to the upper middle school during the past ten years points towards a great increase in literacy.

The number of witnesses who spoke against the four-year primary school is very great; yet certain others assured

us that with regular attendance and good teaching in four years the average boy could cover the present six years' syllabus without any burden of overwork, or that the five years' syllabus could be covered in the present four years; or, again, the present four years' syllabus could be completed in two and half years. Regularity of attendance was the essential condition in all the statements made on this point; effective compulsion gives this. One witness estimated that with irregular attendance, holidays and so forth, the average boy actually attended school for two and half years out of the four years. This seemed to him to be a serious waste of money. A well-known head master held that five out of the six years' course could be covered by the average boy in four years. The owner of a number of primary and middle schools in the Hissar district considered that with regular attendance, in any reasonably decent school, two and half years would be sufficient to cover the course of the four-year primary school. But the general consensus of opinion among the witnesses was against these optimistic opinions and was strongly in favour of six years in spite of whatever might be covered in four years. No witness was in favour of limiting compulsion to a four-years course. The committee endorses this, on the grounds, amongst others, that—

- (a) the average teacher is unlikely to achieve the task of six years' work in four ;
- (b) such an attempt would entail too great a strain on the boy ;
- (c) if some boys could without strain cover the course in less than six years they should have the chance of learning a little more than the present six-year course ; and
- (d) there is a serious danger of children lapsing into illiteracy after leaving school at such an early age.

We now turn to the question of the failure or success of local option compulsion. From the evidence of competent witnesses it is clear that the effectiveness of compulsion varies greatly from place to place throughout the province. There are some areas in which it is undoubtedly well-managed and effective. There are too many areas where it is ineffective and therefore ceases to be a method making for economy ; and it is perhaps the greatest duty of the critics of the Department to see to it that the Department spends its money to the best advantage.

We shall first weigh the causes of the failure. Gentlemen with deep knowledge of the countryside have emphasised most strongly the urgent need for propaganda before attempting to introduce compulsion. One went so far as to say that with good propaganda compulsion would be unnecessary, until some ten years hence there might remain a recalcitrant minority which would not come to school. This minority, he said, would be small. A vast body of public opinion in the village would be in favour of compulsion by that time, and therefore there would be no resentment at its application. Where there was little propaganda there could be little else but failure. The committee is of the opinion that propaganda should be intensified throughout the province at once as a preparation for the introduction of general compulsion at the earliest possible moment.

An important and perhaps almost universal argument against compulsion is the parent's demand for child labour. While it may be admitted that except in *chahi* ilaqa child labour is not absolutely essential to the parent, it must be realised that child labour is expected by the parent, and to rob him of it may rouse his resentment in some backward areas. However, such inconvenience as compulsion may cause can be mitigated by arranging school times to suit local conditions.

Another cause of failure appears to be a growing feeling in the countryside that the education imparted in our vernacular schools is of no use to the farmer, and that it will not be of use until it is made vocational. Those who maintain this position clamour for a change in the curriculum, not realising that a primary school course cannot go beyond reading, writing, and arithmetic, and that while the matter in the reading book, the topic of the composition lesson, and the problem in the arithmetic lesson may have a definite bearing on the pupil's life, there can be no more specialised preparation for living at this stage; and in giving this much bias, it must be borne in mind that school work must be attractive—boys must read for pleasure—and to put too utilitarian a bias in the text-book might lead to the reverse of what we desire. Moreover, the recent changes in the training of our teachers have given a rural bias to their education, and it is hoped that this is now spreading over our schools. A number of witnesses indicated unconsciously that there is confusion in the villager's mind when they stated that he would not

send his boy to the village primary school because he saw even graduates sitting idle in the village, scorning to till the land and wanting the strength to do it. As far as we could judge from the evidence before us there is no real unemployment amongst the 'vernacular educated,' and therefore the peasant's fear is baseless so long as he does not attempt to force his boy into an anglo-vernacular school.

Several witnesses, qualified to speak in this matter, have put forward as one of the great causes of the failure of compulsion in certain areas the apathy or antipathy of the civil authorities. We gathered from them that in many cases these authorities did not wish to have compulsion and looked upon its application as a mistake; the reasons for this attitude are obscure. Others again have assured us that a most important factor in rendering the scheme successful has been the active goodwill and the help of the same authorities.

Certain non-officials with a considerable experience of the countryside said that the existing system of compulsion was often unreal. In fact in some cases in compulsory areas the parents did not know that there was such a thing as compulsory education. The reason for this was obvious. The local authorities were seeking to find favour in the eyes of the Department by eyewash.

We now turn to the more pleasing consideration of success in local option compulsion. Here again those best qualified to speak urged that there was a very great need for propaganda. A large and influential body of evidence points to the necessity, the absolute necessity, of a good schoolmaster. One witness went so far as to say that if attendance was poor in a school and the attendance committee did not prosecute, the obvious inference was that the head master must be removed.

A large number of witnesses emphasised the importance of the local inspectorate. The inspectors must be sufficient in number and must be chosen from a class that understands country people. It is obvious that any scheme of education can only be maintained properly under an efficient, independent, sympathetic and sufficient inspectorate. It will, therefore, be necessary, when we come to the question of cost, to be prepared to meet a considerable increase in the inspectorate.

Factors contributing  
to success.

The inspecting agency.



## CHAPTER V.

### Recommendations.

It might be argued from the figures of increasing enrolment given on page xxii appendix IX, that by 1937 we could hope to have in school some 75 per cent of the boys of school-going age in this province. This seems, however, too good to be true, and we are not prepared to accept the argument. Forecasts have been made in the past of some such development but these have failed to materialise. The reasons for this are :—

- (i) the failure to retain at school the boys enrolled ; and
- (ii) the increasing difficulty of maintaining the rate of enrolment as saturation approaches.

It might be reasoned that with the application of compulsion to boys already enrolled we would achieve our purpose. This, however, does not take note of the fact that parents, realizing that once a boy is enrolled he is under compulsion, would be loth, in many cases, to send their boys to school. Therefore, while we are unanimously and strongly agreed on the necessity of retaining boys at school so that there may be no wastage, we are equally emphatic about the necessity of bringing them into school. We are, therefore, agreed that there must be complete and effective compulsion throughout the province. Later we shall record our opinions of the stages by which this should be introduced. As an interim measure we have the following proposals to make. The immediate need of the moment is the enforcement of compulsion under the existing Act upon every child enrolled in a school within a compulsory education area at the moment when this report is received. In all other civilised countries the greatest attention is given to maintaining the regular attendance of children already at school, and of this too often we have been neglectful in the past. Before next year a new bill should be introduced in Council giving Government power to enforce general effective compulsion, which presumably includes the power to lay it down that a boy enrolled in any school on the 1st of April, next year and after that date, shall attend school regularly until he has passed out of the fourth or sixth class

as the case may be, or has reached the age of eleven or thirteen, except for valid reasons, such as a medical certificate, otherwise his parent or guardian shall be liable to a penalty which may amount to fifty rupees. The passing of such a bill will make it possible for Government to guarantee regularity of attendance in all schools and guard against a possible waste of public money.

We would strongly urge that this bill should give Government the power to raise the age limit by two years and the class limit by two classes. This involves a somewhat difficult problem which requires the urgent attention of the Department. It is obvious that when six-class compulsion is adopted, a number of boys will be compelled to read for two years in classes where English is taught. It is probable that the greater number of these boys will not go on to further education. The English learnt in two years under the present conditions of teaching will be almost negligible, and thus there will be waste of money and of energy. Moreover, to remit fees at anglo-vernacular rates would mean a serious increase in the cost of compulsion. When six-class compulsion becomes possible the Department must be prepared to consider in all its aspects the problem of postponing the teaching of English to the seventh class. This will give the province a vernacular system of education for six classes, which in itself should make for a great development of intelligence amongst the mass of the people. The opinion of the committee is unanimous on this point and educationists have assured us that a better grounding in the vernacular will make it possible for the pupil to grasp English more quickly. Though it is not within the scope of our terms of reference we wish to record our opinion that the postponement of English to the seventh class should lead to the abolition of the junior anglo-vernacular teacher who too often in the fifth and sixth classes implants bad habits of speech and pronunciation that cannot be eradicated later. The first lessons in English would then be given, at no increased cost to private bodies or to Government, by senior anglo-vernacular teachers or bachelors of Teaching and thus with a better start progress should be much quicker. The conviction of the committee is that English should be taught up to the tenth class as a foreign language and not used as a medium of instruction. We ask the Department and the University to give close attention to this very important problem.

If on financial grounds it is not practicable to apply compulsion to all the existing school areas at once, it may advance by the following stages :—

First three years—primary departments of all high, upper middle and lower middle schools.

Next three years—all primary schools.

Areas at present under compulsion under the Act of 1919 should automatically come under the new Act and continue under compulsion. During the six years in which full effective compulsion is being introduced, expansion in backward or sparsely populated areas must not be retarded and there must be no diminution in the rate of acceleration of girl's education. During the first three years of this period the Department should not lose sight of the necessity of extending educational facilities to as many as possible of the seventy thousand boys who are not within reach of a school at present. This may necessitate the opening of ordinary primary schools, branch schools, or appointing peripatetic teachers. In the following three years all these institutions will automatically come under the Act. For stages in the introduction of compulsion a certain amount of initiative should be left to the local bodies in the selection of schools for compulsion. They should be instructed to arrange for a six-year programme which will ensure the bringing of all their primary schools under compulsion, and Government should see to it that progress throughout the province is equally distributed both in time and in place.

In the practical application of compulsion it must be realised that to bring a boy to a school who is already approaching his eleventh year is a waste of money ; the efforts of the Department must be directed towards enrolling and retaining school boys between six and eight years of age. We would also suggest in this connexion that admissions to the first class should be restricted to the months of April, May and June, so that for the remaining months of the year the teacher may have a homogeneous class, have no anxiety on the score of enrolment, and be able thereby to devote the whole of his attention to teaching. This we consider will materially help in reducing wastage and stagnation.

Since it may be years before it is possible to raise a sufficient number of primary schools to middle school level to make six-class compulsion possible throughout the province, the first stage in raising the age of compulsion should be in those schools that have a lower middle department. The committee is of the opinion that when these schools are brought under compulsion in their proper order, compulsion should be immediately extended to the sixth class, and this should apply to all the lower middle departments in compulsory areas under the existing Act.

### Procedure for prosecutions.

At present the great mass of the people of this province view the Education Department as a truly beneficent department; they welcome its officers and they have come to look upon them as their friends. We must take the utmost pains to see to it that in rendering compulsion effective we do not antagonise the great mass of the people. This would be a deplorable happening; yet several of our witnesses spoke most strongly on the possible unfortunate results of effective compulsion. Certain members of the committee therefore are of the opinion that any bill drafted as a result of this report should bear a clause empowering Government to grant exemptions in very exceptional circumstances for clearly stated reasons. But we must guard most carefully against increasing corruption through compulsion and exemptions therefrom.

Though it may seem a contradiction of the preceding paragraph, it is desirable to raise the maximum amount of fine from Rs. 5 to Rs. 50 which is the sum fixed by the Co-operative Department for co-operative compulsory education groups. Such a fine, of course, would be inflicted rarely, and that only in the case of the comparatively well-to-do. For a first offence a warning may be sufficient; after that a fine should be inflicted and should steadily increase for subsequent offences. In this connexion it seems desirable to call attention to the possibility of a system of compounding.

The local schoolmaster should report absentees to the attendance committee for that area; but it seems undesirable that, as in the present system, he should be responsible for

Six-class compulsion  
in lower middle schools  
and departments.

Exemptions.

Maximum fine Rs. 50.

The prosecuting officer.

the actual prosecutions since this would tend to make him thoroughly unpopular with the villagers, and in the generality of cases he would carry too little weight with the trying court. The assistant district inspector of schools of the tahsil or sub-division should be the prosecuting officer to whom the attendance committee should delegate their powers in this respect.

We have given very careful thought to the question of bringing such cases under the jurisdiction of panchayats where these exist. The trying authority: We feel strongly, however, that the trying authority in these cases should also be an agency for propaganda in favour of education, and that while inflicting the fine this authority should be at the same time able to smooth down the feelings of the offenders against the Act and impress upon them the value of education and the necessity of regular attendance. It seems unlikely that panchayats would be capable of this and we, moreover, consider that panchayats generally consist of uneducated persons, and so cannot constitute a proper authority for dealing with such questions. The trying authority should be stipendiary magistrates, honorary magistrates and, if it is necessary to create them, special educational magistrates (honorary) appointed for the specific purpose of trying these cases. In such appointments the qualities of the appointee should be carefully considered, particularly with regard to his ability to carry weight in propaganda, and all these authorities should be urged to create such public opinion.

Witnesses have brought to our notice considerable delay and hardship arising from prosecutions. Disposal of cases. To obviate this the rules should make it possible for the prosecuting officer to submit his complaint to the trying court by post. The district magistrate should see to it that prosecutions are prompt and procedure summary ; any bill that is drafted should enable Government to confer these powers. The machinery must give quick, certain, and not excessive punishment that will have public opinion behind it.

To sum up, we propose that a bill should be passed by the Council empowering the Government—

Summary.

- (a) to enforce compulsion upon every boy between the ages of six and eleven from April 1st, next year.
- (b) to raise the age of compulsion by two years and the class limit by two classes ;

- (e) to raise the maximum limit of the fine to be imposed to rupees fifty instead of five as at present.

Intensive propaganda should be undertaken throughout the countryside to enlist in the cause of compulsion the willing co-operation of the rural public. It should be declared the duty of every public servant to assist within the sphere of his influence in this campaign against illiteracy.

If on financial grounds it is not possible to enforce compulsion in all the existing school areas at once, it may advance by the following stages :—

- (a) First three years: primary departments of all high, upper middle and lower middle schools.  
 (b) Next three years : all primary schools.

Wherever practicable as in the case of (a) above, six-class compulsion should be introduced.

The district inspectorate should be materially strengthened to enable the Department to limit the number of schools entrusted to each assistant district inspector of schools to eighty.

Teaching in schools should be re-organised to invest it with more value and interest for the rural boy. Attempts made in this direction in normal schools need further development.

The trial of cases under the Act should be entrusted to stipendiary magistrates, honorary magistrates and, if necessary, to special educational honorary magistrates, who should be urged to create sound public opinion in favour of compulsory education and settle cases with all possible promptitude. Each assistant district inspector should have the power of attorney for the attendance committees of his sub-division, and should be responsible for the conduct of cases on their behalf. It should be possible for prosecutions to be filed through the post without the payment of any court-fee.

## CHAPTER VI.

## Finance.

The estimates of additional expenditure for the introduction of compulsion up to the fourth or sixth class are based on the following four principles :—

Bases for the estimates.

- (i) that fourteen per cent of the male population is the population of boys of school-going age. This is laid down in the Education Report of the Statutory Commission on page 42 ;
- (ii) that the school-going age is the age between six and eleven years (both inclusive) for four-class and six to thirteen (both inclusive) for six-class compulsion ;
- (iii) that boys of school-going age are boys in the first six classes of our schools. This is the principle laid down by Mr. Littlehales, late Educational Commissioner with the Government of India.
- (iv) that an average of seventy-five per cent of the boys of school-going age is the utmost we can hope to recruit in the Punjab for many years to come.

2. The male population of the Punjab (British Territory) according to the figures of the 1931 census is 12,877,818, fourteen per cent of which is 1,802,899 or eighteen lakhs in round numbers, and seventy-five per cent of eighteen lakhs is 1,350,000. Thus, if universal compulsion is introduced in this province, 1,350,000 boys in all will have to be accommodated in schools. On March 31, 1931, 960,000 boys were already at school in the first six classes in all recognised schools, so that under general compulsion provision will have to be made for 390,000 additional boys. The average number of boys per teacher at present approximates thirty-four, and by raising this average to thirty-five, we can make additional provision for the teaching of three per cent of the boys already enrolled without making any increase in the number of teachers. This leaves a balance of 360,000 to be provided for, which would require approximately, 11,300 teachers at thirty-five per teacher ; of this number seventy-five per cent should be trained. If the grade of a junior vernacular teacher is fixed at Rs. 20-1-40, his average monthly pay for the first ten years comes to Rs. 24-8-0, but for the sake of calculation and also in view of

Four-class universal compulsion.

slight differences in grade in various districts it may be taken at Rs. 25 per mensem. The total annual cost of the pay of trained teachers will thus come to Rs. 23,17,500. Provident fund contributions at the rate of one anna per rupee of the pay of the trained teachers will approximate Rs. 1,44,850. The untrained teachers at Rs. 15 per teacher per mensem will cost Rs. 4,63,500 per annum in addition. The total annual cost of additional teachers will thus amount to Rs. 29,25,850.

3. If general compulsion is to be enforced up to the sixth class, we should add to it the cost of providing additional senior vernacular teachers at the rate of one senior vernacular teacher for 50 per cent of the existing 4,230 lower middle departments and of lower middling 1,650 primary schools in those areas where there is no lower middle school within a radius of two miles. One thousand and five hundred areas of two miles radius each will then be left without any school. As most of these areas are sparsely populated, it will not be possible to have more than two hundred lower middle schools in them; the cost of these also should be added to the above. Considering the grade of a senior vernacular teacher to be Rs. 30—2—50, his average monthly pay for the first ten years may be taken at Rs. 40 per mensem. The annual pay of the additional teachers will, therefore, amount to  $2,115 \times 40 \times 12$  plus  $2,115 \times 30$ , on account of provident fund or Rs. 10,78,650. The cost of lower middling a primary school has been estimated at Rs. 500 per annum. The lower middling of 1,850 primary schools will thus involve an additional expenditure of Rs.  $1,850 \times 500$  or Rs. 9,25,000. Hence the total additional cost per year of six-class compulsion on account of additional teachers and lower middling of primary schools will amount to Rs. 20,03,650.

4. At present we have one hundred and fifty-three assistant district inspectors of schools (including the personal assistants). Of these three are already attached to the towns of Lahore, Amritsar and Multan, and a similar arrangement may have to be made for some other larger towns, as, for example, Ambala, Jullundur, Ferozepore, Sialkot, Jhelum and Rawalpindi (including both city and cantonment) when compulsion has been introduced in them. This leaves 144 assistant district inspectors of schools for rural areas and smaller towns. At present we



have 91 district board anglo-vernacular middle, 737 vernacular middle, 3,493 lower middle, 4,212 primary and 2,476 branch schools or altogether 11,009 district board boys' schools open to assistant district inspectors of schools' inspection. To this number may be added 1,500 privately managed and municipal schools and 2,000 adult schools. Thus the total number is 14,500 for which, at the rate of one assistant district inspector of schools for eighty schools, we require altogether 181 assistant district inspectors of schools or thirty-seven more, if compulsion is confined to existing schools. The lowest grade of an assistant district inspector of schools is the Rs. 80—4—100 grade, the average pay of which is Rs. 90, and in this case, under the recent orders of Government, it will be 15 per cent. less, *i.e.*, Rs. 76-8-0. Again, the average travelling allowance per annum per assistant district inspector of schools works out at Rs. 425, and when the number of assistant district inspectors of schools is increased, each will have a smaller area in his jurisdiction, and with the recent reduction in travelling allowance rates the average annual cost may safely be estimated at Rs. 400. Thus the total

Calculations—

Rs.  
 $37 \times 77 \times 12 = 34,188$   
 $37 \times 400 = 14,800$   
 or Rs. 50,000 round.

annual cost of these thirty-seven additional assistant district inspectors of schools will be approximately Rs. 50,000. For the 800 new schools to be opened in the 1,500 areas which are at present without any school, we require ten more assistant district inspectors of schools at a cost of Rs. 14,000 per annum or altogether Rs. 64,000 per annum.

5. The Department had in 1928 fifty-four training units for junior vernacular teachers; this number has now been reduced to fifteen in view of the diminishing needs of the province for trained teachers. But for this reduction in the number of training units, the additional number of teachers could have been trained without any extra expense. However, now that training facilities have been reduced to such an extent that the remainder will suffice to meet the usual wastage only, it is necessary to calculate what extra expense will be incurred for giving junior vernacular training to 7,725 additional teachers required for four-class compulsion. The cost per junior vernacular unit of forty scholars has been calculated to be Rs. 7,000 including the cost of stipends for all. In view of the large number of suitable candidates desirous of receiving this training, it seems to us to be no longer necessary to attract them with stipends. We

Training of additional teachers.

consider that only fifty per cent of the number should receive stipends on the score of merit and poverty. The cost per unit, therefore, will be reduced by Rs. 1,600 to 5,400, and the total cost of training 193 such units will amount to Rs. 10,42,200. This will, however, be distributed over a period of six years. The cost of one unit of forty scholars for senior vernacular teachers has been calculated at Rs. 18,000 including stipends for all. We do not propose to reduce these stipends since the course for senior vernacular teachers is one of two years, and they are generally married men with families who cannot afford to meet the cost of this training. The cost of giving senior vernacular training to 3,965 teachers or about 100 units will amount to Rs.  $100 \times 18,000$  or Rs. 18,00,000.

6. The initial cost will be about rupees four lakhs, and

Furniture and equipment.		the recurring cost Rs. 75,000 a
Calculations—	Rs.	
Matting at Re. 1 for each boy, cost ..	3,60,000	year, and in case of general com-
Black boards, 5,143 one for every 70 boys Cost at Rs. 7 per black board ..	36,001	pulsion up to the sixth class the
Total cost..	3,96,001	initial cost will be rupees six
or approxi- mately ..	4,00,000	lakhs.

7. If each assistant district inspector of schools works as attendance officer in his own ilaqa, then there will be no additional cost; but the cost of prosecutions is likely to be about Rs. 15,000 a year in the whole province, at the rate of about Rs. 500 per district per annum.

8. Income from fees in the schools or departments under compulsion must decrease as compulsion advances. The loss on this account in case of immediate enforcement of compulsion is estimated at Rs. 1,40,000 and Rs. 2,50,000, respectively, in case of four and six class compulsion.

9. It is difficult to estimate correctly the cost under this head. Rainfall varies in the different parts of the province, and with it, within certain limits, should vary the type of buildings suited to each locality. The witnesses were, however, generally of opinion that costly pucca buildings were not necessary and could be conveniently replaced by sheds or kacha buildings. The committee endorses this view, as even at present quite a

number of vernacular schools in the province have no other buildings but what the benefaction of the local zamindar or sahukar can provide in the form of kacha houses or temporary sheds, and even the shade of trees is utilised. We, therefore, welcome the efforts made during the past few years to plant trees on the school premises, and hope that the work done in this connexion will be pushed on with greater vigour in future.

As regards the provision of buildings under compulsion, we have no reason to believe that the facilities now available in the countryside for the housing of schools will cease to exist. On the other hand, we are of opinion that in order to save their boys the trouble of a journey to a village say two miles distant, the inhabitants of a village will be quite willing not only to continue but to extend the assistance they have been lending so far. To be on the safe side, however, we propose to make provision in our estimates for thatched sheds for the additional number that will be admitted under compulsion.

We consider that a shed 50'  $\times$  16' with a thatched roof supported on pucca pillars and with a small kacha room 8'  $\times$  8' in one corner should suffice for a school with an enrolment of seventy. This affords the prescribed seating accommodation. The cost of such a shed is estimated not to exceed rupees five hundred. For the additional 360,000 boys, we shall require some five thousand sheds in all, the total cost of which will be 5,000  $\times$  500 or Rs. 25,00,000. Annual repairs will cost about Rs. 25 per shed, and in all should amount to 25  $\times$  5,000 or Rs. 1,25,000 per annum.

10. Thus the total additional cost on account of immediate enforcement of four-class universal compulsion will be as follows :—

Total additional cost  
of universal compulsion.

*A.—Recurring annual cost.*

	Rs.
(i) additional teachers (paragraph 2) ..	29,25,850
(ii) additional inspectorate (paragraph 4) ..	64,000
(iii) renewal of furniture and contingencies (paragraph 6) ..	75,000
(iv) prosecutions (paragraph 7) ..	15,000
(v) annual repairs (paragraph 9) ..	1,25,000
(vi) loss in income from fees (paragraph 8) ..	1,40,000
Total of recurring annual cost..	<u>33,44,850</u>

*B.—Non-recurring expenditure.*

	Rs.
(i) Cost of training additional teachers ..	10,42,200
(ii) Initial cost of equipment ..	4,00,000
(iii) Buildings ..	25,00,000
	<hr/>
Total of non-recurring cost ..	39,42,200
	<hr/>

In case of immediate enforcement of six-class compulsion, the following expenditure will have to be incurred in addition to what has been estimated above for four-class universal compulsion :

*A.—Recurring annual cost.*

	Rs.
(i) additional teachers (paragraph 3) ..	10,78,650
(ii) lower middling of 1,850 primary schools (paragraph 3) ..	9,25,000
(iii) loss in income from fees (paragraph 8) ..	2,50,000
(iv) renewal of furniture ..	50,000
	<hr/>
Total of recurring annual cost ..	23,03,650
	<hr/>

*B.—Non-recurring cost.*

(i) cost of training additional teachers ..	18,00,000
(ii) initial cost of equipment ..	2,00,000
	<hr/>
Total of non-recurring cost ..	20,00,000
	<hr/>

It will be observed that no provision has been made for the free supply of books or writing materials to indigent boys. This question has received anxious consideration by the Committee, but the unanimous conclusion is that the equitable distribution of the material thus to be supplied is so problematical that no useful purpose can be served by making any provision under this head. The Committee,

however, feels that there is ample scope for making primary education cheaper and strongly and unanimously urges on the Department the need of taking early steps to reduce the cost of books, etc., especially in vernacular schools.

11. The increased enrolment on account of compulsion will, it is contended, affect numbers higher up and thereby add to the cost. In view of the fact, however, that the additional numbers would largely belong to the recalcitrant minority and will not have the means of going for higher education, and also of the fact that there is a large number of unemployed among the anglo-vernacular educated, higher or even secondary education is not likely to attract larger numbers, and no appreciable increase in cost on this score need either be apprehended or provided for. On similar grounds no additional cost has been estimated for full vernacular middle schools.

12. In case of immediate enforcement of four-class compulsion in existing school areas, we shall have to make provision for 311,367 additional boys. This figure has been arrived at by deducting 75 per cent. of the number of boys of school-going age in areas having no schools within a radius of two miles, from the total of 360,000, the additional number requiring provision in case of universal compulsion. The number of additional teachers at thirty-five boys per teacher will be 8,896 of whom twenty-five per cent. should be untrained. The annual additional expenditure calculated on the basis discussed in paragraphs 2 to 8 will amount as under :—

*A.—Recurring.*

(i) Pay, etc., of additional teachers—	Rs.
(a) trained ..	21,26,700
(b) untrained ..	4,00,320
(ii) Additional inspectorate ...	50,000
(iii) Renewal of furniture, etc. ..	65,000
(iv) Cost of prosecutions ..	15,000
(v) Annual repairs ..	1,07,000
(iv) Loss in income from fees ...	1,30,000
	— — — — —
Total	28,94,020
	— — — — —

**B.—Non-recurring.**

	Rs.
(i) Cost of training additional teachers	9,01,800
(ii) Initial equipment .. ..	3,43,000
(iii) Buildings .. ..	22,24,000
<b>Total</b> ..	<b>34,68,800</b>

In case of six-class compulsion in existing school areas, the following expenditure will have to be incurred in addition to what has been estimated above for four-class compulsion :—

Six-class compulsion  
in existing schools.

**A.—Recurring.**

	Rs.
(i) Pay of additional teachers ..	10,78,650
(ii) Cost of lower middling primary schools 1,650 ..	9,25,000
(iii) Loss in income from fees ..	2,50,000
(iv) Renewal of furniture ..	50,000
<b>Total</b> ..	<b>23,03,650</b>

**B.—Non-recurring cost.**

	Rs.
(i) Cost of training additional teachers ..	16,92,000
(ii) Initial cost of equipment ..	2,00,000
<b>Total</b> ..	<b>18,92,000</b>

13. The annual expenditure to be incurred in case compulsion advances by stages has been calculated for the first ten years and given on pages xxiii and xxiv as appendix X to the report. It has been estimated that forty per cent of boys of school-going age will be recruited in the first three years and the remainder in the last three. Expenditure has been correspondingly distributed.

Annual cost of com-  
pulsion by stages.

14. Before attempting to suggest ways and means of financing the scheme outlined in the preceding paragraphs of this chapter, we would emphasise most strongly the desirability of stabilising the financing of all educational projects. It makes for unsatisfactory administration if in one year the Department is informed that it must spend money and in another is ordered at equally short notice to retrench. We feel that the Department should be able to make its plans for development for a number of years ahead and to be able to carry them out at a steady rate of progress. It is, therefore, urged that if no source of unfluctuating taxation can be tapped Government should examine the possibility of creating an educational reserve and that in future budgets a percentage of the total educational allotment should be paid into this reserve which will enable the Department to carry on its programme in future years regardless of the vagaries of the weather and of world prices.

15. As regards the way in which the scheme is to be financed, the non-official members are agreed on the following observations and recommendations :—

- (a) that next to the obviously essential services the cost of elementary education should be considered to be the first charge on the revenues of the Province, and that in any event the major portion of the additional expenditure involved in the scheme should be borne by the provincial exchequer ;
- (b) that without prejudice to the generality of the above proposition, the amount at present spent by each local body under the head of primary education should be clearly ascertained and its ratio in the net revenue of each local body definitely fixed as the permanent basis of the local body's future contribution towards the cost of elementary instruction within its jurisdiction ;
- (c) that the province should find funds (i) by a policy of discriminating but real and radical retrenchment, as for example by the abolition of such posts and departments as have for long been considered as wasteful, duplicatory and super-numerary ; (ii) by a uniform reduction according to a sliding scale of all salaries exceeding Rs. 200 per mensem.

The Central Government may be approached with the request for a contribution under this head.

Retrenchment alone, the non-official members estimate, if properly and comprehensively carried out, would suffice to meet the entire additional expenditure, and that additional taxation need not be resorted to. But even if additional taxation be found necessary, such additional taxation earmarked for educational purposes will not in their opinion be unwelcome. The forms of taxation they propose to recommend are :—

- (a) an educational cess on the production of mineral products such as salt, oil and coal in the Province ;
- (b) a small surcharge on railway fares levied at the rate of one pice per eight annas or less of the fare. They believe that the incidence of this tax would be fairly equally distributed, and that the tax would be easy of collection ;
- (c) an entertainment tax, *e.g.*, on cinemas and theatres at the rate of an anna per rupee of the gross sale proceeds of tickets ;
- (d) an educational cess on annual income from all sources, agricultural as well as non-agricultural, ranging between Rs. 1,000 and Rs. 2,000 at the rate of three pies a rupee.

Three members protest against agriculturists being taxed.

Lastly, they do not hesitate to recommend that the Government should resort to a special loan for financing the scheme immediately, if resort to a loan is unavoidable under the existing financial conditions, as they are strongly of the opinion that the primary duty of imparting free and compulsory elementary education which a civilised state owes to its subjects has been neglected too long and should no longer be permitted to be neglected. We cannot, they urge, over-emphasise the fact that public opinion throughout the world has agreed to regard such instruction both as an end in itself and as a necessary means to the promotion of the social and economic efficiency of a nation, and that it is difficult to conceive of a better or more profitable investment.

(Sd.) R. SANDERSON.

LABH SINGH.

NANAK CHAND, PANDIT.

UJJAL SINGH.

HABIBULLAH.

FIROZ-UD-DIN.

FAZL ALI.



*A Supplementary and Miscellaneous Note by Messrs.  
Nanak Chand, Labh Singh and Ujjal Singh.*

1. Consequent upon and incidental to the introduction of compulsion for boys there arise, to assume added importance, certain other problems to which it is necessary that the committee should advert. It is not intended to enter into any detailed discussion of these matters, but in view of the fact that they have a direct bearing upon the problem at issue it is necessary to mention them. All that we propose therefore is to catalogue them in a separate chapter in order to invite explicit attention.

2. We desire it to be strongly emphasised that nothing contained in this report should be construed to mean that the education of girls is to be relegated to a secondary position. We are on the contrary of the unanimous opinion that the education of girls is a matter of supreme and urgent national importance. While recognising the social and financial impracticability of the immediate application of compulsion to girls, we desire to lay it down :—

- (a) That *pari passu* with the introduction of compulsion of boys the provision for the education of girls should be made on an extended scale. This would at once stabilize, strengthen, and extend the results expected from the compulsory education of boys, and also prevent the social lopsidedness which the universal compulsory education of boys alone to the detriment and neglect or postponement of the education of girls may entail. We cannot help remarking that the present provision for the education of girls is meagre and utterly inadequate, and that the whole pace of female education needs to be very much speeded up.
- (b) As an aid to the above we do not hesitate to recommend that co-education of boys as well as girls should be encouraged at the primary stage. Very limited, if any, objection to this system is likely to be met, and the advantages of the scheme are obvious. Most of the witnesses have spoken in favour of it.
- (c) Special machinery should be devised for the training of women teachers, and their employment in boys' and mixed schools countenanced.

Special encouragement should be afforded in cases where both the husband and wife have received training as teachers, more especially by keeping them in the same school and as far as possible in their native village.

3. In order to avoid a deadening uniformity of curriculum and method, as also to prevent the forced dissociation of religious instruction from primary education, nothing should be done to discourage private effort as an agency for the imparting of elementary education on a mass scale. The continued and even extended employment of private agency may be expected to make for economy. Any contrary policy would prevent the utilisation of wakf and dharamarth funds for the purpose of education, a purpose for which these funds have always been legitimately and traditionally employed. Both the Hindu law and the Mohamadan law, even as interpreted by British courts, have always looked upon the application of such funds to educational purposes with favour.

4. Adult education should also be considerably intensified by night schools and other methods, as it would tend to create a receptive atmosphere for compulsion.

5. We note the general though not very clearly formulated discontent with the existing curriculum and text books. Special and suitable steps will have to be taken to revise them in order to enable them to yield the best educational results in the form of raising the general intelligence of the people in a permanent way.

6. As a necessary sequel to elementary mass education, it is incumbent upon the State to discover individual children who show promise of exceptional capacity and to encourage them to continue their studies beyond the elementary stage. This can be best done by the grant on an extended scale of scholarships for merit.

7. Lastly, it is necessary to mention that the committee has refrained from expressing any opinion on the all-important questions of script and language as not falling within the scope of the reference; but we want it to be noted that we regard it as very vital that elementary instruction should be imparted in the mother tongue of the child so that it may be at once easy of attainment as well as calculated to raise the general standard of mass intelligence by the simple process of infiltration through the medium of the home.

8. At the end, we desire to emphasise that the scheme of universal primary education should be undertaken in the spirit of a crusade. Departmental activity should show the warmth and enthusiasm which should naturally characterize any ameliorative effort on a nation-wide scale. It is by working in this spirit that Japan achieved an educational miracle in a comparatively short period of time, and it is the same spirit which we are told is now working in Russia to dispel the darkness of ages.

(Sd.) NANAK CHAND, PANDIT.

(Sd.) LABH SINGH.

(Sd.) UJJAL SINGH.



सत्यमेव जयते

**Proceedings of the Punjab Government (Ministry of Education) in the Education Department, No. 26628/A., dated the 5th December, 1935.**

READ the report of the Compulsory Education Committee appointed by the Government of the Punjab (Ministry of Education) under notification No. 3099-A., dated the 15th February, 1930, in pursuance of a resolution of the Punjab Legislative Council.

The Punjab Government (Ministry of Education) is in full sympathy with the aspirations of the Legislative Council which led to the formation of this committee, and accepts the basic principle that the ultimate aim of Government should be to make elementary education universal.

2. Chapter I of the report outlines the history of compulsion as it exists to-day in the Punjab. From this it is clear that Government has extended compulsion as public opinion grew in its favour. In fact, the adoption of optional compulsion shows that Government from the outset realized that compulsion was only possible where public opinion favoured it.

The Punjab Primary Education Act became law in 1919. The municipalities of Multan and Lahore were the first to take advantage of the option allowed under the Act and introduced compulsion within their limits in 1921. In order to ensure proper progress Government considered it advisable to try the scheme in a few selected areas in different districts and to extend it gradually to other school areas. Local demand for the introduction of compulsion was stimulated through suitable propaganda carried out by members of the Education Department and by public-spirited men in rural and urban areas. Satisfactory progress was made as is evident from the statement at Appendix II to the report, which gives the number of school areas brought under compulsion each year since 1920-21. On the 31st March, 1932, compulsion was enforced in 3,285 rural and 64 urban areas. It has not been possible to maintain this rate of expansion owing to the prevailing financial stringency ; but Government is gratified to find that in spite of the limitations imposed on them by their reduced finances, local bodies have managed to extend compulsion to 108 rural and 4 urban areas in the last three years. Applications for the extension of compulsion to 74 rural and 2 urban areas

are under the consideration of Government, and local bodies are now taking steps further to increase the number of compulsory areas. Government is, therefore, satisfied that, despite their depleted finances, local bodies, with whom it rests under the Act to apply for the introduction of compulsory education, are doing what they can to extend the operation of the Act.

3. The Punjab Government (Ministry of Education) notes with gratification that of all the provinces, the Punjab, in spite of its various economic, social, and other difficulties, has made the greatest advance in the extension of compulsion. The following table, taken from the review of the Government of India on the progress of education for the quinquennium 1927-32 shows the relative position of the several provinces in respect of compulsory areas on 31st March, 1932 :—

Province.	Number of areas under compulsion.		
	Urban.	Rural.	
Madras ...	25	7*	*Taluk Boards (the number of villages under compulsion was 206 in 1931).
Bombay ...	10	2	
Bengal ...	1	...	
United Provinces ...	37	24†	†Districts (the number of rural areas under compulsion was 378 in 1931).
Punjab ...	64‡	3,285§	‡School areas. Revised figures
Bihar and Orissa ...	1	3	
Central Provinces ...	24	422	
Assam ..	...	...	
Delhi ...	1	10	
Total ...	163	3,763	

The rigid enforcement of compulsion presents peculiar difficulties in this country, and it appears that great hesitation is being felt throughout India in applying compulsion on anything like a universal scale. In this province, the enforcement of compulsion has met with varying success; while in some districts the enrolment of boys of school-going

age has reached ninety *per cent.*, in others it has not gone beyond forty-three ; the average for all the areas under compulsion is sixty-six *per cent.* Compulsion as a means of retaining pupils in school until the completion of the primary course has also not been sufficiently successful. The proportion of boys who have reached the fourth class, even in compulsory areas, is still discouraging.

4. Government, therefore, views with satisfaction the measures which the Department and the local bodies concerned are now taking to ensure a more effective enforcement of compulsion, especially with a view to the prevention of leakage in the lower classes. Some of these measures are :—

- (i) The district inspecting staffs, heavily burdened as they are with the work of inspection and rural uplift, have not found sufficient time to attend to the enforcement of compulsion. Therefore, certain district boards have appointed whole-time attendance officers from among the more experienced head masters of vernacular middle schools whose main duty is to organize and guide attendance committees, to stimulate their activities, and prepare cases for the prosecution of defaulters. This measure has been fairly successful not only in raising the percentage of enrolment and average attendance, but also as a natural consequence in increasing the proportion of boys passing the 4th class.
- (ii) Local bodies are gradually passing from the stage of mere persuasion to that of coercion or compulsion proper. As a result in 1933-34 the number of defaulters on whom notices were served was 38,984, the number of prosecutions 11,615, and the number of convictions 4,205 ; while the total fines realized amounted to Rs. 2,500. The Punjab Government (Ministry of Education) considers that this is a step in the right direction and hopes that before long compulsion will be effective in all the areas to which the Act has been applied, or will be applied in the future. Since this committee reported, considerable advance has been made in the enforcement of the Act.
- (iii) The Department has revised the school curriculum with a view to co-ordinating it with the actual needs of life, both in rural and urban areas. This, besides increasing the practical value of education, will make

it more interesting to the pupil, and will thus not only commend itself to the parent, but will also be helpful in keeping the boy at school after he has been enrolled.

- (iv) Some local bodies have supplied books and writing material free of charge to boys attending schools in areas under compulsion, so that poverty may be less of a hindrance.

5. It will be seen from the foregoing paragraphs that both Government and local bodies are anxious to make compulsion a reality, though it must be admitted that their efforts in the past fifteen years because of financial and administrative difficulties have always lagged somewhat behind the desires of the province as expressed in the legislature. But it must be recognized that the general poverty of the rural population of the province is perhaps the most serious obstacle to compulsion. A parent with very small resources undoubtedly relies upon his children for help in his ancestral occupation, and is consequently often unwilling to send them to school. The necessity for purchasing books and writing material has frequently been advanced as a reason against sending a child to school.

6. The Committee has carefully considered the whole question and examined a large number of witnesses competent to express an opinion on the subject. The Committee recommends that six-class universal compulsion, instead of four-class as at present, should be introduced throughout the province, and that the age limit be raised by two years. If this is not practicable, Government is asked to extend four-class compulsion to the whole province immediately or within a period of six years.

7. The Committee's estimate of additional expenditure for four-class compulsion is Rs. 33,44,850 recurring, and Rs. 39,42,200 non-recurring; and for six-class compulsion Rs. 56,48,500 and Rs. 59,42,200, respectively. These estimates are, however, too optimistic. The Committee has estimated that the boys of school-going age, *i. e.*, those between six and eleven years, form fourteen *per cent.* of the male population. In actual fact, however, the number of boys between six and eleven years, according to the census of 1931, exceeds the Committee's estimate by 200,000. Again, the provisional figures given to the Committee showed 960,000 boys at school in the first six classes, whereas the actuals for the year proved to be 946,000. Thus, in the case of four-class compulsion, additional provision is

to be made for 1,469,250\* *minus* 946,000, i. e., 523,250 boys or 123,250 in excess of the number provided for in the estimates of the report. This

\*2,000,000—41,000  
literate.

$\frac{1,959,000 \times 75}{100} =$   
1,469,250.

A | works out at Rs. 11,53,991 recurring  
and Rs. 19,53,425 non-recurring.

There are other factors also which account for a further increase in the estimates, *viz.*—

#### *Four-class compulsion.*

	<i>Recurring.</i> Rs.	<i>Non-recurring.</i> Rs.
1. Additional cost of sheds at Rs. 750 as estimated by a district engineer, instead of at Rs. 500 as estimated by the Committee (5,000 × 250)	...	12,50,000
2. (i) Provision for accommodating in the lower middle classes additional enrolment which is to follow in the wake of universal compulsory primary education.	...	7,92,750
(ii) Pay and provident fund of teachers.	674,156	...
(iii) Renewal of furniture ...	40,000	...
(iv) Cost of training teachers for middle department.	...	2,85,525
Add to this the figures at 11,53,991 'A' above.		19,53,425
Total additional cost ...	18,68,147	42,81,700

#### *Six-class compulsion.*

Provision for accommodating an additional enrolment of 71,000 boys (on the basis that 27 *per cent.* of the enrolment in the primary classes will be in the fifth and sixth classes after six-class compulsion is introduced) for which no provision has been made by the Committee—

	Rs.	Rs.
(i) Pay and provident fund of 2,030 junior vernacular teachers.	6,47,062	...
(ii) Cost of training 51 units of junior vernacular teachers.	...	2,75,400



	<i>Recurring.</i> Rs.	<i>Non-recurring.</i> Rs.
(iii) Pay and provident fund of 2,030 senior vernacular teachers.	10,35,300	...
(iv) Cost of training 50 units of senior vernacular teachers.	...	9,00,000
(v) Annual cost of furniture and equipment at Rs. 100 for each middle department.	1,01,400	...
	<hr/>	<hr/>
Total additional cost in the case of six-class compulsion.	17,88,762	11,75,400

To sum up, the total cost in the case of four-class and six-class compulsion will be :—

	<i>Recurring.</i> Rs.	<i>Non-recurring.</i> Rs.
Committee's estimate for four-class compulsion.	33,44,850	39,42,200
Additional cost ..	... 18,68,147	42,81,700
	<hr/>	<hr/>
Total	... 52,12,997	82,23,900
	<hr/>	<hr/>
Committee's estimate for six-class compulsion.	23,03,650	20,00,000
Additional cost ...	... 17,88,762	11,75,400
	<hr/>	<hr/>
Total six-class compulsion	... 40,92,412	31,75,400

The forecasts of consequential expenditure caused by the continuance at school and later at college of a number of those brought in by compulsion can only be mere guess work, and there may be a considerable increase in actual expenditure under this head in the course of years.

8. The Punjab Government (Ministry of Education) agrees with the finding of the Committee that a four-year course of education is viewed with suspicion by a vast majority of the people of the province. With regard to the recommendations for a five-year or six-year course of compulsory education, Government is of the opinion that the recommendation of the Punjab University Enquiry Committee should be accepted and the primary school course extended from four to five years.

In consultation with local bodies Government will consider how far, having regard to financial considerations, effect can be given to this principle when combined with compulsion.

9. Government appreciates the care which the Committee has taken in formulating its proposals. It recognizes that as compulsory education extends, the financial burden on provincial revenues must increase, since local bodies will not be able to find the whole of the additional funds required. The recommendations under (b) of paragraph 15, page 31 (for fixing local bodies' future contributions towards the cost of elementary education) is already under examination in connexion with the revision of the system of grants-in-aid to local bodies. The proposal for a reserve fund made in paragraph 14 on the same page is, however, not practical finance. Again, the argument of the Committee that retrenchment in salaries together with a general reduction in Government expenditure could produce the necessary funds—*vide* (c) in paragraph 15, is not borne out by the figures. It was explained to the Legislative Council in the budget debate of 1933 that a cut in all salaries above Rs. 35 per mensem beginning with 5 per cent. and rising to 33½ per cent. would produce only some thirty-three lakhs. Even if it were possible for Government to make such cuts the savings would be insufficient to finance four-class compulsion. Moreover, it must be pointed out that all departments have been retrenched to the limits of efficiency, while grades and salaries are being reduced in the case of new entrants to Government service. Retrenchment to produce the necessary funds would cripple other beneficent departments and interfere seriously with the general development of the province. It must be borne in mind that education in itself is of little benefit unless there is a general progress in health and in the people's conditions of living, and it has been shown above that poverty at the moment is one of the chief stumbling blocks in the progress of elementary education.

10. The suggestion that a special loan should be floated for the purpose is equally impracticable. Apart from the fact that no further sources of revenue can be devised to meet the interest on such a loan, it would be improper on the part of the present Government to burden its successors with such a liability. Government also feels that the present time of unusual economic depression is inopportune for the imposition of any form of additional direct or indirect taxation with a view to financing a scheme of general compulsory education. Government, therefore, regrets that the ways and means proposed by the Committee for finding the necessary funds to finance the

scheme of wholesale introduction of compulsion in the province cannot be brought within the pale of practical politics.

11. Again, to spend these enormous sums of money on the compulsory education of boys would rule out the expansion of girls' education for generations to come, and it is safe to say that at the moment the education of girls is of more importance than compulsory education for boys, since the education of the future mothers of the province will do more to produce general literacy amongst boys in the course of the next two generations than the attempted enforcement of universal compulsion. As figures stand at present male literates are 8.5 *per cent.* of the population, while in the case of females the percentage is only 1.4. The percentage of boys of school-going age attending schools is 36.3 and that of girls only 9.4. Such a disparity is no credit to the province, and it tends to exaggerate the inferior position of women. Moreover, throughout the province there is a definite and growing demand for the expansion of girls' education which no Government could afford to ignore. If any money is available for the expansion of education Government feels that it should be spent on bringing girls' education nearer the mark reached by boys' education than is the case at present. Economic waste will not stop, nor health condition improve, until the future mothers are educated to take their due part in the advance of the province.

12. Government notices that the failure of compulsion under the existing Act in some areas is partly due to the want of suitable facilities for prosecuting defaulters. For this reason Government issued a memorandum in 1930 giving suggestions for removing this difficulty and insisting upon a speedy disposal of cases lodged against defaulters. The Committee has made further suggestions for improving the trying agency with a view to ensuring an effective enforcement of compulsion, and has recommended that honorary magistrates be appointed to try these cases and that no court-fee be charged. Government will carefully consider these suggestions, and if the existing agency for the trial of these cases is found to be inadequate, steps will be taken to strengthen it on these and other lines. Government approves of the recent attempts to apply compulsion effectively in a number of areas and will insist on its firm application being extended to all areas at present under compulsion or to be brought under compulsion in the course of the coming year. If compulsion is not effective, attendance is irregular and wastage great, and thus considerable sums of money devoted to elementary education must be infructuous.

13. Since by the very nature of the case portions of the recommendations and estimates contained in this report are debatable, it is the intention of Government to conduct experiments on the lines of these recommendations in a limited number of controlled areas under compulsion by the existing Act so that it may test their value. It may, for instance, be possible when funds become available to carry out a complete experiment in a selected area, *e.g.*, one tahsil in the Punjab, to see how complete compulsion will work in future. The experiment would reveal the attitude of the public. It will also afford Government experience of practical difficulties, both financial and administrative. For the present for lack of funds the introduction of compulsory and universal education seems out of the question. Thus the Education Department will continue to build up a mass of experience against the time when circumstances make it possible to adopt general compulsion.

14. Government is in full sympathy with the aspirations of the Committee for the introduction of universal compulsion with a view to the creation of an educated electorate and to the raising of the intellectual level of the whole province. It is grateful to the Committee for the care taken in examining the whole situation, for the labour involved in preparing this report, and for the wise suggestions and recommendations that it contains; but it is constrained to postpone the application of universal compulsion by reason of the dire economic depression and the more imperative demands of girls' education.

*Orders.*—Ordered that the above review be printed and circulated with the report of the Committee; also that it be published in the *Punjab Government Gazette* and communicated to the Press; and that copies be forwarded to all Commissioners and Deputy Commissioners, Members of the Legislative Council, Divisional, Deputy, and District Inspectors of Schools, and to all District Boards.

By order of the Punjab Government (Ministry of Education).

J. E. PARKINSON,

*Offg. Under Secretary to Government, Punjab.*

FIROZ KHAN NOON,

*Minister for Education.*

## APPENDIX

*Statement showing comparative educational progress in the various pro  
in the educational report of the*

Male population in millions.	Madras 20.9	Bombay 10.2
<b>Percentage of increase in—</b>		
(1) recognised institutions ..	62.5	30.1
(2) scholars in recognised institutions ..	55.7	48.9
(3) number of scholars at primary stage ..	58.9	35.4
(4) depressed class pupils ..	45.4	64.9
(5) Percentage of pupils in class I in 1922-23 who were in class V, 1926-27.	11	36
(6) Percentage or decrease in pupils in IV class per 10 thousand of population.	44 to 51	46 to 64
(7) Average enrolment per boys' primary school in class IV in 1927.	5	9
(8) Number of adult institutions in 1927 ..	5,604	193
(9) Number of adult pupils in 1927. ..	151,391	6,390
(10) Percentage ratio of single teacher schools to the total number of schools.	57.6	48.8
(11) Percentage of trained teachers in primary schools for boys in 1927.	48	48
(12) Percentage of trained teachers who had passed VIII in Madras, Bombay and the Punjab and class VII in other provinces.	14.8	47.9
(13) Percentage of primary pupils reading in secondary schools in 1927.	..	..
(14) Number of Vernacular Middle Schools for boys in 1927.	1,690	4,257
(15) Total enrolment of Vernacular Middle Schools in 1927.	..	..
(16) Number of passes in 1927 in Vernacular final examination (taken after class VIII in Bombay, Madras and Punjab and class VII elsewhere).	..	5,581
(17) Percentage of boys of school-going age receiving primary instruction.	59.0	49.2
(18) Number of areas under compulsion in April, 1927.	Urban 21 Rural 3	11 ..
(19) Number of Government High and Anglo-Vernacular Middle Schools in 1927.	16	28
<b>Percentage of increase in—</b>		
(20) Number and enrolment of Anglo-Vernacular Schools for boys between 1917 and 1927.	Number 12.1 Enrolment 22.9	1.5 7.5
(21) Number and enrolment of high schools for boys between 1917 and 1927.	Number 81.9 Enrolment 34.1	53.3 68.6
(22) Average monthly pay of primary school teachers in 1927.	Rs. 15/4	Rs. 47
(23) Average annual fee per pupil in boys Anglo-Vernacular Schools in 1927.	24.1	34.2
(24) Average annual cost per pupil in boys Anglo-Vernacular Schools in 1927.	46.1	68.5
(25) Percentage for trained teachers in secondary schools for boys in 1927.	High 78 Middle 81	22 12

## I.

*vinces of India between 1917 and 1927, prepared from the tables given  
Statutory Commission.*

Bengal, 24·2	United Provinces, 25·8	Burma, 6·8	Bihar and Orissa, 16·8	Central Provinces, 7·0	Assam, 4·0	Punjab, 11·3
27·6	70·9	28	17·2	15·2	16·2	115·2
19·7	56·5	1·4	38·0	11·8	19·6	172·2
22·3	58·1	6·3	40·4	7·4	15·6	120·7
256·4	127·8	..	65·6	19·4	..	422·5
7	15	9	9	16	6	18
27 to 21	12 to 22	31 to 23	6 to 14	35 to 37	44 to 29	20 to 40
2	5	7	2	12	5	13
1,519	26	2	1	29	..	3,784
30,873	723	147	72	689	..	89,414
76	50·3	56·1	71·4	15·7	68·8	25·4
25	66	43	37	46	36	58
19·2	56·2	4·3	25·8	34·8	24·7	36·2
11·8	1·8	..	5·0	14·6	11·4	45·6
47	626	1,102	242	335	145	2,114
4,714	60,449	71,767	29,006	59,776	17,209	3,25,871
..	10,192	1,590	1,634	..	756	6,756
45·1	30·5	23·0	37·3	30·7	36·4	44·7
..	25	..	1	3	..	57
..	..	..	3	65	..	1,499
46	49	48	31	75	23	82
0·3	3·5	2·0	39·5	1·9	37·1	61·4
1·9	2·1	22·1	42·2	45·5	19·6	70·0
41·8	12·5	119·1	35·0	13·9	25·0	121·3
8·2	33·4	67	9·6	0·5	13·6	112·1
Rs. 8/6	Rs. 18/8	Rs. 33	Rs. 11/5	24/8	Rs. 14/4	Rs. 35/8
19·2	23·2	28·9	18·0	21·2	14·9	17·9
30·0	69·5	87·2	35·8	58·8	33·6	40·0
12	45	59	32	68	50	75
28	79	59	52	64	34	68

(Sa.) MAQBUL SHAH,

*Inspector of Vernacular Education, Punjab.*

## APPENDIX

Statement showing the progress of compulsory

District.	1920-21.		1921-22.		1922-23		1923-24.		1924-25.	
	Rural.	Urban.	Rural.	Urban.	Rural.	Urban.	Rural.	Urban.	Rural.	Urban.
Hissar	...	...	...	...	...	...	11	...	11	...
Rohtak	...	...	...	...	6	...	...	...	23	...
Gurgaon	...	...	...	...	...	...	1	1	13	1
Karnal	...	...	...	...	...	...	8	...	21	...
Ambala	...	...	...	...	...	...	3	1	17	...
Simla	...	...	...	...	...	...	6	...	...	...
Kangra	...	...	...	...	...	...	...	...	...	...
Hoshiarpur	...	...	...	...	...	...	...	...	...	...
Jullundur	...	...	...	...	...	...	...	...	...	...
Ludhiana	...	...	...	...	...	...	...	...	...	1
Ferozepore	...	...	...	...	...	...	...	...	...	...
Lahore	...	1	...	...	...	...	...	...	...	...
Amritsar	...	...	...	...	...	...	...	...	...	...
Gurdaspur	...	...	...	...	...	...	...	...	...	...
Sialkot	...	...	...	...	...	...	...	...	...	...
Gujranwala	...	...	...	...	...	...	...	...	...	...
Sheikhupura	...	...	...	...	...	...	...	...	...	...
Gujrat	...	...	...	...	...	...	...	...	12	...
Shahpur	...	...	...	...	...	...	...	...	13	...
Jhelum	...	...	...	...	...	...	...	...	...	...
Rawalpindi	...	...	...	...	...	...	...	...	...	...
Attock	...	...	...	...	...	...	...	...	...	...
Mianwali	...	...	...	...	...	...	...	...	...	...
Montgomery	...	...	...	...	20	...	...	1	...	1
Lyallpur	...	...	...	...	59	3	...	...	...	...
Jhang	...	...	...	...	...	...	19	...	...	...
Multan	...	...	...	1	...	1	...	...	...	...
Muzaffargarh	...	...	...	...	...	1	7	...	6	...
Dera Ghazi Khan	...	...	...	...	1	...	...	1	5	3
Total	...	1	...	1	86	5	55	4	121	6

## II.

*primary education in the Punjab.*

1925-26.		1926-27.		1927-28.		1928-29.		1929-30.		1930-31.		1931-32.	
Rural.	Urban.	Rural.	Urban.	Rural.	Urban.	Rural.	Urban.	Rural.	Urban.	Rural.	Urban.	Rural.	Urban.
23	...	...	...	...	...	45	...	89	...	83	1	74	2
6	4	38	1	107	1	95	...	...	...	2	1	...	...
18	1	3	...	5	2	36	...	...	...	...	...	...	...
40	2	46	2	56	...	107	...	5	...	...	...	...	...
...	6	51	...	45	...	43	1	18	1	9	...	42	...
2	...	2	...	5	...	...	1	1	...	...	...	...	...
...	...	...	...	3	...	...	...	...	...	25	...	43	...
...	...	...	...	9	...	...	...	...	...	...	...	...	...
...	...	...	...	8	...	...	...	5	...	...	...	...	...
...	...	...	...	7	...	...	...	...	...	...	...	...	...
...	...	1	1	...	...	2	1	...	...	...	...	...	...
20	...	...	...	...	...	...	...	...	...	40	...	7	...
19	1	40	...	7	...	51	...	22	...	27	...	26	1
...	...	...	...	...	...	...	...	...	...	8	...	...	...
...	...	...	...	13	3	...	...	...	...	...	...	...	...
1	...	43	...	106	1	6	...	...	...	...	...	...	...
3	...	2	4	...	...	86	...	...	...	...	...	...	...
...	...	...	...	42	...	...	...	...	...	...	...	...	...
...	...	...	...	125	...	8	...	...	...	...	...	14	...
...	...	5	...	38	...	...	...	...	...	41	...	...	...
...	...	2	...	...	...	157	...	11	...	20	...	...	...
...	...	11	...	1	...	7	...	14	...	2	...	...	...
...	...	27	...	...	1	24	...	...	1	45	...	...	...
8	1	21	...	23	...	26	...	...	...	52	...	...	...
17	1	...	1	...	...	...	...	...	1	...	...	124	...
7	...	32	...	60	...	38	...	...	...	...	...	51	...
3	...	8	...	...	...	...	...	...	...	9	1	...	...
1	...	4	2	44	...	9	...	20	...	...	...	1	...
9	...	...	...	10	...	...	...	12	...	104	...	...	...
177	16	346	11	714	8	740	3	197	3	467	3	382	3

Total up-to-date 3,285—Rural.

64—Urban.



## APPENDIX III.

### *Government of the Punjab (Ministry of Education).*

C. M. No. 3202-A., dated 17th February, 1930.

From - Sir GEORGE ANDERSON, Kt., C.I.E., M.A., Under-Secretary to Government, Punjab.

To - All Commissioners, Deputy Commissioners, Divisional Inspectors and District Inspectors of Schools in the Punjab.

SIR,

I AM directed to address you on the subject of compulsory education in continuation of the correspondence ending with my C. M. No. 509-A., dated the 10th January, 1930.

2. In paragraph 10 of that letter, some general observations were made on this important matter. The Punjab Government (Ministry of Education) are keenly anxious not only that compulsion should be applied more widely but also more effectively. It is, therefore, necessary that all complaints under sections 13 and 14 of the Punjab Primary Education Act should be dealt with as expeditiously as possible, and that all unnecessary trouble and inconvenience to the parties concerned should be avoided. In other words, it is essential to devise a suitable agency and machinery by which the Act should be brought into effective operation.

3. I am, therefore, to request District Magistrates to ascertain from the inspecting staff the areas in which the Act has been applied in each district in order to satisfy themselves that part II of the Act has been applied, and that School Attendance Committees have been duly constituted in the terms of the Act.

In villages in which there are Panchayats, which have received the necessary powers and which have not been constituted as School Attendance Committees, cases under the Act of 1919 should be disposed of by these authorities, which will oust all other jurisdiction in the particular village in which the panchayat has been constituted.

In villages in which a panchayat has not been constituted or in which it acts as a School Attendance Committee, it is for the District Magistrate to decide whether an Honorary Magistrate or other Magistrate is the most suitable agency to dispose of these cases; and then to authorise such Magistrates to receive complaints from duly constituted School Attendance Committees and to dispose of them as expeditiously as possible.

4. There is, however, a further difficulty in that it might be inconvenient for all the members of a School Attendance Committee to lodge a complaint before an authorised Magistrate or Panchayat.

In order to obviate this difficulty, an addition to the bye-laws has already been suggested whereby a School Attendance Committee shall give a power of attorney to its attendance officer or to one of its members for the purpose of lodging and conducting complaints on its behalf, provided that no prosecutions under sections 13 and 14 of the Act shall be lodged except in pursuance of a resolution of the Committee.

5. The Punjab Government desire that these steps should be taken as soon as possible. Commissioners are therefore requested, after a period of six months, to report what action has been taken and with what effect.



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## APPENDIX IV.

NOTIFICATION No. 3099-A.

Dated the 15th February, 1930.

IN the July session of the Punjab Legislative Council, the following Resolution was adopted on the motion of Sardar Ujjal Singh :—

“ This council recommends to the Government to appoint a committee of the Punjab Legislative Council to find out ways and means for introducing compulsory primary education in the Punjab ”. In the course of the debate while explaining the government's position, the Minister expressed his general sympathy with the object which the Hon'ble Mover of the Resolution and other speakers who took part in the discussion had in view and intimated his willingness to appoint a Committee to investigate the question of the introduction of compulsion at the primary stage of education. It is hereby announced, in pursuance of the above undertaking that the following committee of seven members has been appointed for the purpose :—

The Director of Public Instruction *ex-officio* (Pres.)

Sardar Ujjal Singh, M.L.C.

Khan Bahadur Sardar Habibullah, M.L.C.

Khan Bahadur Chaudhri Fazal Ali, M.L.C.

Rana Feroz-ud-Din, M.L.C.

Mr. Nanak Chand, Pandit, M.L.C.

Mr. Labh Singh, M.L.C.

Khan Bahadur Syed Maqbul Shah, I.E.S., Inspector of Vernacular Education will act as the Secretary to the Committee.

2. The Committee will—

- (a) inquire into and frame estimates for the application of compulsion to boys at the primary stage of their education so that all boys of school-going age are at school; these estimates will have reference in particular to (i) maintenance, (ii) inspection, (iii) the training of teachers, and (iv) capital expenditure, buildings and equipment;
- (b) report on the appropriate stages by which in a given number of years the object of introducing compulsion can be best attained; in particular how the principle of compulsion is to be extended to areas where at present under the operation of the Punjab Primary Education Act compulsion has not made adequate progress;

- (c) to suggest ways and means whereby the additional funds required for the purpose can be raised ;
- (d) to devise a suitable machinery for the purpose of disposal of cases arising from the failure on the part of parents and guardians to comply with the conditions of the present Act.

MANOHAR LAL,

*Minister.*

G. ANDERSON,

*Under-Secretary to Government, Punjab.*



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## APPENDIX V.

### QUESTIONNAIRE.

1. Has compulsory education been introduced in your own ilaqa ? If not, why not ?

2. (a) What personal knowledge or experience have you of the working of compulsory education in rural and urban areas ?

(b) What are the reasons which have contributed to its success or failure in the particular areas for which you feel competent to speak ?

3. Do you think that compulsion should be left to the option of people and of local bodies as at present or should be applied by Government ?

4. Do you consider that there is any local prejudice or objection on (a) educational, (b) economic, (c) social, or (d) religious grounds, to the application of compulsion ? If so, what means can you suggest for overcoming these objections, and for securing the approval and co-operation of the local population to the application of compulsion ?

5. By what procedure would you recommend the introduction of full general compulsion, *e.g.*, (a) by enforcing compulsion in selected areas or (b) by enforcing it in existing schools ?

6. In view of financial and other difficulties in the way of introducing full and universal compulsion throughout the province at once, in what period and by what stages should the whole province be brought under compulsion ? For example, should compulsion be introduced in all high and full middle schools in the first year, all lower middle schools in the second year and all primary schools in the third and fourth year ?

7. To what ages or school classes would you apply compulsion ?

8. How would you arrange school times in rural areas so as to provide an adequate number of hours for instruction without interfering unduly with the assistance which parents naturally expect from their children ?

9. (a) Whom would you appoint as attendance officer, the schoolmaster, the assistant district inspector of schools, the lambar-dar or a special officer ?

(b) What safeguards would you suggest to prevent abuses or hardship in enforcing the law ?

(c) Who should be the competent authority to try cases under the Act in order to insure certain, quick and reasonable punishment in cases of contravention of the Act ?

10. In view of the heavy expenditure on school buildings which would result from the universal application of compulsion, would you recommend a simpler type of school buildings, such as a verandah, open sheds or even the shade of a tree? What else can you suggest to effect economy under this heading?

11. (a) What share of the additional expenditure required for compulsory education can be borne by the local body or local bodies with which you are concerned?

(b) If you think that Government should bear the whole additional expenditure, then do you recommend that the local body or local bodies concerned should be compelled to delegate their powers over teachers to the inspectorate?

12. Have you any other suggestions to make which are not covered by these questions?



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## APPENDIX VI.

STATEMENT SHOWING THE NAMES OF PERSONS WHO SENT IN THEIR WRITTEN REPLIES TO THE QUESTIONNAIRE ISSUED BY THE COMPULSORY EDUCATION COMMITTEE.

*Members of Legislative Council.*

1. E. Maya Das, *ex-M.L.C.*, Race Course Road. Ferozepore.
2. S. Partap Singh, *M.L.C.*, Shankar, District Jullundur.
3. K. B. Mohd. Saifullah Khan, *M.L.C.*, Khan of Isakhel (Mianwali).

*Deputy Commissioners.*

1. A. V. Askwith, Esquire, *I.C.S.*, D. C., Multan.
2. E. M. Jenkins, Esquire, *I.C.S.*, D. C., Hoshiarpur.
3. A. MacFarquhar, Esq., *I.C.S.*, D. C., Ferozepore.
4. F. A. Connor, Esquire, *P.C.S.*, Offg. D. C., Ludhiana.
5. K. B. Mian Abdul Aziz, *M.A.*, *C.B.E.*, D. C., Jullundur.
6. H. S. Malik, Esquire, *I.C.S.*, D. C., Sialkot.
7. B. Deeks, Esquire, *P.C.S.*, D. C., Gujrat.
8. Amin-ud-Din, Esquire, *M.Sc.*, *I.C.S.*, D. C., Attock.
9. L. Radha Kishan, *M.A.*, *P.C.S.*, D. C., Mianwali.
10. S. Partap, Esquire, *I.C.S.*, D. C., Montgomery.
11. Khawaja Muhammad Abdul Majid Khan, *K.S.*, *M.B.E.*, D. C., Jhang.
12. L. A. Bull, Esquire, *P.C.S.*, D. C., D. G. Khan.
13. P. N. Thapar, Esquire, *I.C.S.*, D. C., Shahpur.
14. A. A. Lane Roberts, Esquire, *I.C.S.*, D. C., Lahore.
15. E. H. Lincoln, Esquire, *P.C.S.*, D. C., Muzaffargarh.
16. R. H. Crump, Esquire, *I.C.S.*, D. C., Amritsar.
17. P. Marsden, Esquire, D. C., Gurdaspur.
18. Raja Raghubir Singh, *O.B.E.*, D. C., Kangra.
19. E. Sheepshanks, Esquire, *I.C.S.*, D. C., Ambala.
20. J. E. Keough, Esquire, *P.C.S.*, D. C., Lyallpur.
21. F. L. Brayne, Esquire, *M. C.*, *I.C.S.*, D. C., Jhelum.
22. Saidullah Khan, Esquire, *M.A.*, *I.C.S.*, D. C., Sheikhpura.

*Principals of the Government Intermediate Colleges.*

1. M. Chiragh Din, Offg. Principal, Govt. Intermediate College, Campbellpur.
2. S. Shiv Charn Singh, *M.Sc.*, *P.E.S.*, Offg. Principal, Govt. Intermediate College, Ludhiana.
3. G. Auditto, Esquire, *M.A.*, Principal, G. I. College, Dharm-sala.

*Divisional Inspectors of Schools.*

1. K. B. Sh. Nur Elahi, M.A., I.E.S., Inspector of Schools, Lahore Division.
2. Sh. Abdul Hamid, M.A., Inspector of Schools, Multan Division.
3. J. L. Wilson, Esquire, M.A., I.E.S., Inspector of Schools, Ambala Division.
4. R. S. L. Rattan Lal, M.A., Inspector of Schools, Rawalpindi Division.
5. Man Mohan, Esq., M.A., Inspector of Schools, Jullundur Division.

*District Inspectors of Schools.*

1. Chaudhri Sardar Alam, P.E.S., D.I.S., Muzaffargarh.
2. Pir Mohammad Yaqub Shah, M.A., P.E.S., D.I.S., Montgomery.
3. Mian Mahmud-ul-Hassan, B.A., P.E.S., D.I.S., Jhang.
4. M. Ghulam Rasul Shauq, M.A., P.E.S., D.I.S., Shahpur.
5. Ch. Ghulam Mohy-ud-Din, B.A., P.E.S., D.I.S., Mianwali.
6. B. Harnam Singh, B.A., P.E.S., D.I.S., Gujrat.
7. Sardar Bikram Singh, B.A., B.T., P.E.S., D.I.S., Rawalpindi.
8. Lala Amir Chand, B.A., P.E.S., D.I.S., Sheikhpura.
9. M. Rahim Bakhsh, B.A., P.E.S., D.I.S., Gurdaspur.
10. Lala Bhana Ram, B.A., P.E.S., D.I.S., Gujranwala.
11. Ch. Mohd. Nawaz Khan, P.E.S., D.I.S., Sialkot.
12. Bawa Barkat Singh, B.A., P.E.S., D.I.S., Lahore.
13. Sheikh Ghulam Husain, B.A., D.I.S., Ludhiana.
14. Sardar Jogendra Singh, B.A., B.T., D.I.S., Ferozepore.
15. Pandit Murli Dhar Moudgill, B.A., B.T., D.I.S., Jullundur.
16. Pir Mohd. Nawaz, B.A., B.T., D.I.S., Gurgaon.
17. L. Prabhu Dyal, B.A., B.T., D.I.S., Ambala.
18. Ch. Pran Nath Datta, M.A., D.I.S., Karnal.
19. Lala Hardyal Chopra, B.A., P.E.S., D.I.S., Hissar.
20. Ch. Mohammad Husain, B.A., B.T., P.E.S., D.I.S., Lyallpur.

*Presidents of District Boards and Municipalities.*

1. K. S. Raja Mohd. Ikram Ullah Khan, Chairman, D. B., Gujranwala.
2. W. J. Litster, Esquire, Secretary, M. C., Simla.
3. Sardar Atma Singh, President, M. C., Batala.
4. S. B. S. Sundar Singh, President, M. C., Gujranwala.
5. K. B. Captain Mohd. Zaman Khan, President, M. C., Gujrat.
6. Seth Mohd. Yusaf, Secretary, M. C., Multan.
7. R. B. L. Shankar Das, President, M. C., Lyallpur.



8. L. Udho Das, Secretary, M. C., Ferozepore.

*Headmasters of High Schools.*

1. L. Jai Chand, M. B., High School, Jandiala Guru (Amritsar).
2. S. Mehtab Singh, Kh. High School, Tarn Taran.
3. Rama Nand Singh, Govt. High School, Sirsa.
4. S. Jodh Singh, Govt. High School, Naraingarh.
5. Babu Ajit Singh, Kh. High School, Chamkaur Sahib (Ambala).
6. S. Said-ud-Din, Govt. High School, Gurgaon.
7. Malik Mohd. Husain, Govt. High School, Mianwali.
8. L. Charanjit Lal, Govt. High School, Shahabad (Karnal).
9. L. Rala Ram, D. B. High School, Bhagtauwala.
10. L. Mohan Lal, Bhalla, C. M. School, Lahore.
11. M. Ghulam Mohd. Khan, Govt. High School, Naushebra (Shahpur).
12. L. Sundar Das, Govt. High and Normal School, Kamalia.
13. M. Mohd. Sharif, M. B. High School, Hafizabad.
14. Sh. Mohd. Aslam, N. A. C. High School, Okara.
15. L. Ram Lal, K. G. Hindu High School, Jhang.
16. L. Harkishen Das, Govt. High School, Montgomery.
17. Mufti Abdul Majid, Govt. High and Normal School, Kasur.
18. Ch. Mohd. Khan, C. M. Zamindara High School, Gujrat.
19. M. Ghulam Mohd. Khan, Govt. High School, Isakhel.
20. L. Santokh Singh, Kh. High School, Anandpur (Hoshiarpur).
21. M. Wali Mohd., K. R. S. D. B. High School, Raikot (Ludhiana).
22. Raja Mohd. Abdullah, D. B. High School, Khangarh (Muzaffargarh).
23. M. Ishfaq Hussain, M. B. High School, Batala.
24. M. Mohd. Aslam, Govt. High School, Gujarkhan.
25. L. Dharam Chand, Govt. High School, Jampur.
26. Ch. Nabi Bakhsh, Govt. Middle and Normal School, Campbellpur.
27. Pir Wilayat Shah, Govt. High and Normal School, Sharaqpur.
28. S. Asghar Ali, Govt. High School, Jhajjar (Rohtak).
29. S. Hari Singh, Kh. High School, Badan.
30. Pt. Dwarka Das, Kh. High School, Moga.
31. L. Duni Chand, Govt. High School, Akalgarh.
32. L. Gurcharan Lal, Sanatan Dharam High School, Rawalpindi.

33. L. Dina Nath, Govt. High School, Hamirpur (Kangra).
34. B. Sita Ram, Sardar Hakim Singh High School, Dinga.
35. S. Ganda Singh, Govt. High School, Pind Dadan Khan.
36. Sh. Nur Husain, Govt. High School, Leiah.
37. Sh. Mohd. Jan, Govt. High School, Jagraon.
38. L. Suraj Bhan, Govt. Middle School, Rohtak.
39. M. Fazal Husain, Govt. High School, Simla.
40. L. Amar Nath, Govt. High School, Hansi.
41. L. Ram Lal, Govt. High and Normal School, Karnal.
42. L. Tulsi Ram, Amarnath High School, Eminabad.
43. L. Attar Chand, M. B. High School, Abohar.
44. L. Dina Nath, Govt. High School, Dera Baba Nanak.
45. S. Narain Singh, Govt. High School, Rupar.
46. L. Daulat Ram, A. S. High School, Dera Gopipur.
47. Mir Mohd. Mohsin, Govt. High School, Bhera.
48. L. Siri Ram, D. B. High School, Nurpur (Kangra).
49. M. Ghulam Mohd., Govt. High School, Talagang.
50. M. Niaz Ali, M. B. High School, Mozang.
51. S. Jawahar Singh, D. B. High School, Banga.
52. Ch. Lal Din, Govt. Normal School, Lala Musa.
53. K. I. Rallia Ram, Mission High School, Lahore.



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## APPENDIX VII.

## PUNJAB ACT NO. VII OF 1919.

PASSED BY THE LIEUTENANT-GOVERNOR OF THE PUNJAB  
IN COUNCIL.

*Received the assent of His Honour the Lieutenant-Governor on the 20th March 1919, and that of His Excellency the Viceroy and Governor-General on the 7th April 1919.*

## PUNJAB ACT NO. VII OF 1919.

*An Act to make provision in the Punjab for the compulsory attendance of boys at primary schools.*

WHEREAS it is expedient to make provision in the Punjab for the compulsory attendance of boys at primary schools, it is hereby enacted as follows :—

Preamble.

## PART I.

1. (1) This Act may be called the Punjab Primary Education Act, 1919.

Title, commencement  
and extent.

(2) It should come into force on such date as may be notified in this behalf by the Local Government.

(3) Part I of this Act shall extend to the whole of the Punjab. Part II of this Act shall extend only to those local areas to which it may be applied in accordance with the provisions of Part I.

2. In this Act, unless there is something repugnant in the

Definitions.

subject or context,—

“ parent ” includes the guardian and every person who is liable to maintain or has the actual custody of any boy ;

“ Education Department ” means the department incharge of Education under the Local Government of the Punjab ;

“ local authority ” means a District Board, Municipal Committee, Cantonment Committee or a Committee of a Small Town or Notified Area ;

“ Recognised School for primary education ” means a school or department of a school recognised by the Education Department, and imparting instruction in the courses prescribed for primary schools by the Education Department ;

“ School Attendance Committee ” means a committee appointed under section 16 of this Act.

3. (1) Any local authority may resolve, by a majority of two-thirds of the members present at a meeting specially convened for the purpose, to propose that Part II of this Act shall be applied to the whole or any part of the area within the local limits of its authority.

(2) When a resolution has been passed under sub-section (1), the local authority shall publish it locally and any person likely to be affected thereby and objecting thereto may, within thirty days from the publication of the resolution, send his objection in writing to the local authority; and the latter shall at a meeting convened for that purpose take his objection into consideration.

(3) If no objection is sent within the said period of thirty days or if the objections received having been considered are deemed insufficient by a majority of two-thirds of the members present at such meeting, the local authority may submit its proposals to the Local Government, with the objections, if any, which have been sent in and with its decision thereon.

(4) The local authority shall at the same time submit to the Local Government a statement showing the school accommodation, equipment, and the educational staff required and the amount or part of expenditure thereon it is prepared to supply.

(5) The Local Government on receiving the proposals and statement may sanction the same, or refuse to sanction them or return them to the local authority for further consideration.

(6) When the proposals and the statement have been sanctioned by the Local Government, the local authority may direct that Part II of his Act shall be applied in accordance with the said proposals.

(7) Every direction under sub-section (6) shall be published locally and notified in the "Punjab Gazette" and the notification shall be conclusive evidence that with effect from the date of such notification or such other date as may be specified therein Part II of this Act has been duly applied to that area.

4. (1) Subject to any rules which the Local Government may make in this behalf, the local authority of any area to which Part II of this Act is applied or is proposed to be applied may impose additional taxation towards meeting the cost of providing primary education for boys residing in such area.

(2) Such additional taxation may be by means of the imposition of any tax or rate which may legally be imposed in such area under the Punjab District Boards Act, 1883, or the Punjab Municipal Act, 1911, or other Act constituting the local authority, as the case may be, or by the enhancement of any such existing tax or rate, subject to the maximum, if any, prescribed by such Act or by the levy of a special education cess payable by all or any of the persons resident or owning property within such area.

(3) The procedure for levying the education cess shall be the procedure prescribed for imposing taxes under the Punjab District Boards Act, 1883, or the Punjab Municipal Act, 1911, or other Act constituting the local authority as the case may be.

India Act XX of  
1883, Punjab Act III  
of 1911.

5. The Local Government may by notification exempt particular classes or communities from the operation of this Act.

Exemption of classes  
and communities.

6. The Local Government after reference to the local authority may by notification suspend or cancel the application of Part II of this Act in any local area.

Withdrawal of area  
from operation of Act.

7. The Local Government may by notification direct that any additional taxation imposed under section 4 shall be reduced or discontinued from such date as it may fix.

Reduction or discon-  
tinuance of additional  
taxation.

8. The Local Government may after previous publication make Rules for carrying out the provisions of this Act.

## PART II.

9. (1) In every area to which this Part is applied, it shall be the duty of the parent of any boy residing within such area, who is not under six and not over eleven years of age, to cause such boy to attend a recognized school for primary education unless there be a reasonable excuse for his non-attendance within the meaning of section 10 :

Duty of parent to  
send boys to school.

Provided that no boy who has completed the course prescribed for the fourth primary standard or a course recognized by the Local Government as equivalent to that standard shall be required to attend such recognised school.

(2) Where under this section it is the duty of the parent of any boy to cause him to attend a recognised school the local authority, subject to the approval of the Local Government, shall prescribe the number of days in each month and the number of hours in each day during which such boy shall be required to attend ; and a boy shall not be deemed to have attended school in the meaning of this section unless he has attended on the days and during the hours so prescribed.

(3) The local authority with the previous sanction of the Local Government may substitute " seven " for " six " and " twelve " for " eleven " in the foregoing sub-section (1) as applied to any local area under its control. Any such variation of the age limits shall be notified in the " Punjab Government Gazette".

10. Any of the following shall be deemed to be a reasonable

Reasonable excuses for non-attendance. excuse for non-attendance :—

- (a) that there is no recognized school for primary education within a distance of two miles by the nearest route from the residence of the boy ;
- (b) that the boy has been exempted by the school attendance committee on religious grounds ;
- (c) that the boy is shown to the satisfaction of the school attendance committee to be receiving efficient instruction in some other manner ;
- (d) that the boy has been granted temporary leave of absence from school for sickness or other sufficient reason in accordance with bye-laws made under this Act by the local authority ;
- (e) that the boy is shown to the satisfaction of the school attendance committee to be permanently unfit to attend school by reason of some bodily defect or infirmity.

11. The local authority of every area to which this Part is applied shall provide and maintain such school accommodation and equipment and shall employ such educational staff as the Director of Public Instruction may consider necessary.

12. The local authority of any area to which this Part is applied shall charge no fees in any recognized school for primary education maintained by itself, and if required by the authorities of any school within its local area not maintained wholly out of provincial or local funds shall pay from its own funds the whole or part of any fees up to the maximum scale of fees provided by the Punjab Education Code, payable for primary education in respect of any boy or boys attending such school.

13. Any parent who shall neglect to comply with the provisions of section 9 shall on conviction by any Magistrate be punishable with a fine not exceeding five rupees.

14. Any person other than the parent of such boy who shall during the prescribed hours of attendance at school utilise in connection with any employment, whether for remuneration or not, the services of any boy whose parent is required under section 9 to cause his attendance at school shall on conviction be punishable with a fine not exceeding twenty-five rupees.

**15.** All fines levied by any Magistrate in respect of any offence against the provisions of this Act shall be credited to the funds of the local authority:  
Disposal of fines.

**16.** The local authority of any area to which this Part is applied shall appoint one or more school attendance committees to be constituted in such manner as may be prescribed by bye-laws made by such authority in this behalf.  
School attendance committees.

**17.** Whenever the school attendance committee has reason to believe that the parent of any boy within its area is not causing the boy to attend school in accordance with section 9, or that any person is employing any boy in a manner which constitutes an offence under section 14, it shall warn him to cause the boy to attend school or to discontinue the employment of the boy, as the case may be, within one week after receipt of such warning.  
Warning by school attendance committee.

**18.** No court shall take cognizance of any offence under section 13 or 14 except upon complaint made by the school attendance committee and unless a warning under section 17 has been given and not complied with.  
Limitation on prosecutions.

**19.** With the previous sanction of the Local Government or of such authority as the Local Government may appoint in this behalf, a local authority may make bye-laws—  
Bye-laws.

(a) generally to carry out objects of this Act, and

(b) in particular prescribing—

(i) the constitution, duties and powers of the school attendance committee ;

(ii) the conditions under which leave may be granted to boys under section 10 (d), and the authority competent to grant such leave.

## APPENDIX VIII.

**The Four Years' Primary Course.**

THE four years' primary course was instituted in 1919 for the following reasons :—

(1) The Punjab Compulsory Education Bill contemplated the introduction by local option of a period of four years' compulsory education but this period did not coincide with any stage in the then existing school course. There were two types of primary schools, lower primary having three classes and upper primary having five classes, *i.e.*, fourth and fifth classes in addition to the lower primary department. In order to adjust the school course to the needs of compulsory primary education the lower primary schools were eliminated and the primary school course was reduced by a year. The introduction of a uniform four years' primary course was thus a necessary preliminary to the introduction of compulsory education. To compensate for the loss of one year in instruction that the boys thus suffered a new type of school, lower middle, consisting of six classes was brought into existence in large villages having flourishing primary schools. The rural boys were thus afforded an opportunity of extending their education by a year at these places.

(2) Under the old system rural boys had to step back by a year in case they came to the Anglo-vernacular side after passing the fifth class and by two years if they did so after the eighth class. The institution of a four years' primary course created an educational ladder which permitted the rural boy to proceed from vernacular to Anglo-vernacular course without losing any year.

(3) The majority of primary schools in rural areas were single teacher institutions and it was felt that the expansion contemplated to be carried out under the five years' programme might necessitate the opening of a still larger number of such schools. The appointment of a second teacher in these schools was difficult on financial and other grounds while it was considered out of question for a single teacher to cope with more than four classes. The reduction of the primary course by a year was consequently calculated to lead to an increased efficiency in work and facilitate the carrying out of the five years' programme of expansion in vernacular education.



**APPENDIX IX.****Enrolment in the first six classes, 1922-23 to 1930-31 :—**

1922-23	..	..	..	542,923
1923-24	..	..	..	573,726
1924-25	..	..	..	626,068
1925-26	..	..	..	729,787
1926-27	..	..	..	809,731
1927-28	..	..	..	855,664
1928-29	..	..	..	842,474
1929-30	..	..	..	896,074
1930-31	..	..	..	946,478



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# APPENDIX X:

*Annual cost for the introduction by stages of four class universal compulsion.*

Year.	ADDITIONAL TEACHERS.		Addi- tional A. D. Is.	Training of teachers.	Initial equip- ment.	Renewal of furni- ture and cost of prosecu- tion.	Buildings.	Repairs.	Loss in income from fees.	Total.
	Number.	Pay with Provident Fund.								
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
First	1,373	3,08,940	9,728	1,35,000	53,333	12,000	3,33,333	16,667	23,333	8,92,334
Second	2,746	6,46,463	19,840	1,35,000	53,333	24,000	3,33,333	33,334	46,666	12,91,969
Third	4,120	9,97,298	30,336	1,35,000	53,333	36,000	3,33,334	50,000	69,999	17,05,300
Fourth	6,180	15,15,645	41,216	2,09,000	80,000	54,000	5,00,000	75,000	93,332	25,68,193
Fifth	8,240	20,61,416	52,480	2,09,000	80,000	72,000	5,00,000	1,00,000	1,16,665	31,91,561
Sixth	10,300	26,26,886	62,912	2,19,000	80,000	90,000	5,00,000	1,25,000	1,40,000	38,43,798
Seventh	10,300	27,48,555	64,784	...	...	90,000	...	1,25,000	1,40,000	31,68,339
Eighth	10,300	28,47,049	66,272	...	...	90,000	...	1,25,000	1,40,000	32,68,321
Ninth	10,300	29,45,543	67,376	...	...	90,000	...	1,25,000	1,40,000	33,67,919
Tenth	10,300	30,44,036	68,086	...	...	90,000	...	1,25,000	1,40,000	34,67,132

## Annual additional expenditure on six class universal compulsion.

Year.	ADDITIONAL TEACHERS.		CONVERSION OF PRIMARY INTO LOWER MIDDLE SCHOOLS.		Cost of training additional teachers.	Cost of initial equip- ment.	Cost of renewal of fur- niture, etc.	Loss in income from fees.	Total.
	Number.	Pay with provident fund.	Number.	Cost.					
		Rs.		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
First	705	2,53,800	..	..	3,00,000	30,000	8,000	75,000	6,66,800
Second	705	5,41,440	..	..	3,00,000	30,000	16,000	1,50,000	10,37,440
Third	705	8,47,059	..	..	3,00,000	30,000	24,000	2,50,000	14,51,059
Fourth	..	9,16,853	617	3,08,500	3,00,000	30,000	32,000	2,50,000	18,37,353
Fifth	..	9,70,785	1,231	6,17,000	3,00,000	40,000	10,000	2,50,000	22,17,785
Sixth	..	10,24,717	1,850	9,25,000	3,00,000	40,000	50,000	2,50,000	25,89,717
Seventh	..	10,78,650	..	9,25,000	..	..	50,000	2,50,000	23,03,650
Eighth	..	11,32,583	..	9,25,000	..	..	50,000	2,50,000	23,57,583
Ninth	..	11,86,515	..	9,25,000	..	..	50,000	2,50,000	24,11,515
Tenth	..	12,40,447	..	9,25,000	..	..	50,000	2,50,000	24,65,447